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ABSTRACT

In October-November 1990 trustees, principals, and teachers at 239 schools and parents at 26 of these schools were surveyed. This provided a comprehensive picture of how the "Tomorrow's Schools" reforms were felt at the primary and intermediate levels. Four issues are identified. First is the provision of continuity and training for boards of trustees. Second are the higher workloads of principals and teachers. Third is the balance of workload and resourcing between schools and government agencies. The final issue is that the impact of changes are still new, inhibiting ownership of reform by educators. Separate questionnaires were targeted to principals, trustees, parents, and teachers. The chapter concerning principals includes summaries on resources, school charter and policies, staff development, principals' workload, and the impact of the reforms. The trustees chapter reports on what trustees do, trustees' satisfaction, training, parents issues, funding, achievement, and views of change. The parents chapter includes data on their involvement and access to information. The teachers chapter reports on curriculum and assessment, resources available, and professional development support. Each of the chapters makes comprehensive use of tables and graphs to represent findings. Appended is information on the quantitative methodology used to conduct the survey and 11 additional summary tables. (RR)

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THE IMPACT OF TOMORROW'S SCHOOLS IN PRIMARY SCHOOLS AND INTERMEDIATES

1990 SURVEY REPORT

CATHY WYLIE

NZCER

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TOMORROW'S SCHOOLS
IN PRIMARY SCHOOLS AND INTERMEDIATES

1990 SURVEY REPORT

CATHY WYLIE

New Zealand Council
for Educational Research
Wellington
1991

New Zealand Council
for Educational Research,
P.O. Box 3237,
Wellington,
New Zealand.

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Cathy Wylie
June 1991

MAKING IT WORK

This report aims to provide a comprehensive picture of the way the **Tomorrow's Schools** reforms were felt at primary and intermediate school level in October - November 1990, eighteen months after boards of trustees were first elected, and toward the end of the first year of school responsibility for managing and spending operational grants.[1] Material for the report comes from postal surveys of trustees, principals and teachers at 239 schools across the country, and of parents at 26 of these schools (See Appendix A for details of sample, representativeness, and statistical analysis). A similar survey was carried out by NZCER in late 1989, allowing a comparison between the first and second years of implementation.

Looking back at the report of the 1989 survey, it seems in some ways as if very little had changed. Workloads were still heavy; the pace of change was still thought to be too fast, and sometimes confused; funding remained a pervading concern.

Most people in the 1989 survey, whether trustee, principal or teacher, expected - and sought - little major change in their school as a result of the reforms, and that expectation was borne out by the results of the 1990 survey. As one prime example, most trustees and principals in the survey expected their charters to lead to little change in their schools - because they felt they were already living up to the goals in their charter. Judging by the high rate of parental satisfaction with the quality of their child's learning shown in this survey, it would appear that trustees and principals are, on the whole, reflecting parental judgements and wishes in this matter.

As in 1989, there was only small evidence of an increasing parochialism which some feared as a result of the reforms, though there were signs of the possibility of a growing insularity in staff development and appointments. Comparatively few problems were reported in relationships at the school level. Principals were more concerned than their fellow trustees to sort out the respective roles of school staff and school trustees.

Many principals and trustees enjoyed the greater autonomy of the school, but only a few trustees wanted to extend it still further to encompass the inclusion of teachers' salaries in their operational grant. This is an important finding in view of the Government's continued interest in seeking to make schools more autonomous, for it is the people in schools who must make the reforms work. It has to be said that trustees' judgement in this matter is backed by the lack of evidence from relevant material overseas that further decentralization would either put more resources into all schools, or improve educational standards system wide.[2] The likelihood is that school popularity will become the crux of school existence. The problems with this are that popular schools are not necessarily the best performers, and that resources will probably be lost from the schools serving areas with the highest educational needs. It would appear from principals' reports on their school resources that these schools were already (or still) lagging behind others in what they could offer to meet the needs of their pupils.

---

[1] This was before the announcement of a slight cutback in schools' operating grants for 1991, and the December 17 announcement of major reviews in education, including bulk funding, school size, and the teacher:pupil ratio. Some of the views expressed in this survey, therefore, may be slightly more positive or confident than if the survey had been carried out early this year.

How well, indeed, was the reality of the reforms matching up to the initial intentions of those who introduced them? The best guide to those intentions is probably the introductory comments by the then Minister of Education in the **Tomorrow's Schools** document which set out the framework for the reforms.

> The Government is certain that the reform it proposes will result in more immediate delivery of resources to schools, more parental and community involvement, and greater teacher responsibility. It will lead to improved learning opportunities for the children of this country.

The evidence, at this very early stage of the implementation of the reforms, is mixed, though weighted somewhat to the achievement of those intentions. There has been more immediate delivery of resources, some more parental involvement, at least from those serving on boards, and teachers do report some minor positive gains for children in their classes. More useful assessment of children's progress is occurring (although some was already in train before the reforms), and schools were generally developing methods of appraising the work of teachers in a climate of seeking continual improvement. There are signs of local curriculum initiatives, but not at the cost of core 'academic' subjects.

Increased parent and community involvement has on the whole, however, not been achieved on a consistent basis. The questions which arise here are not just how achievable in fact is this goal, but what kind of parent involvement is best for schools and the improvement of children's learning opportunities?

The other question related to evaluating the progress of the reforms in terms of their intentions arises perhaps in how the intention to provide improved learning opportunities translated itself in the minds of the public, and those working for schools. The fact that many in schools feel that they are under-resourced to carry out both their administrative and classroom work casts a continual cloud over the reforms. More resources remained the major principle behind the changes which people in schools would make to the **Tomorrow's Schools** reforms.

---

[2] See, for example, P Ball (1990). 'Education, Inequality and School Reform: Values in Crisis!' Inaugural Lecture, King's College, London;
W L Boyd & C T Kerchner (eds) (1988). *The Politics of Excellence and Choice in Education*. Falmer Press (particularly papers by the editors, and Eric Bredo);
D J Brown (1990). *Decentralization and School-based Management*. Falmer Press;
T B Timar & D L Kirp (1988). *Managing Educational Excellence*. Falmer Press;
and other references given in footnotes 2 and 4 in Chapter 4. The analytical and research-based literature on voucher and choice systems is also instructive.

There are four further issues arising from the material in this report which need resolution.

First, the provision of continuity and training for boards of trustees. A high proportion of eligible trustees in this survey indicated they did not intend to stand again, and over half the schools in the survey had already had trustee resignations. There was a link in readiness to stand again with satisfaction with the role. If there is to be real and positive partnership between parents and professionals at the school level, then it is important that there be some further investigation of the role and workload of trustees, of their training needs and appropriate means of providing that training, of their need for external support systems, and some advice to boards on how best to provide continuity in their ranks.

The second issue is the very heavy workload carried by principals, and the increase in staff workloads. This suggests that there would be value in looking again at what the role of principal and staff in the new environment entails. Is some of the work unnecessary? Could some of it be covered by increasing funding for administrative support at school or cluster level? What training or support is needed?

This raises the third question: the balance of workload and resourcing between schools and Government agencies and government funded support services such as those provided through the advisory service and School Trustees Association. The rushed and somewhat confused passage through the first 18 months of implementation had left quite a few trustees and principals with a rather jaundiced view of the Ministry of Education, as signalled in the report of the 1989 NZCER survey. To what extent the mistakes of implementation are the responsibility of the then Government, to what extent they stem from the setting up of new agencies with new briefs and structures which did not always match school needs, and staff who had lost much of the 'institutional knowledge' which is often vital to smooth transitions, is a moot point.

These initial but deep flaws in the implementation of **Tomorrow's Schools** could, unfortunately, lead to further cutbacks in staffing levels of the educational agencies, or restructurings which do not resolve the questions of a proper match between individual institutions and the system as a whole so as to allow efficient allocation of resources to areas of most need, and the maintenance if not improvement of national educational standards, outcomes, relevant curriculum, and quality.

Finally, it was clear from the findings of this survey that people in schools were still settling into the reforms, and making them their own. They were over the first stormy stretch of charter and budget work, and into what many trustees and principals hoped would be the calmer and clearer waters of consolidation, looking beyond the administrative means to the end of providing and if possible continually enhancing the learning opportunities of children. Further major changes, such as the introduction of full bulk funding, or any cutbacks to the resources supplied to schools to meet this end (for example increases in a teacher:pupil ratio that many parents and trustees already find too high), could severely dent the willingness of those at the school level to keep on giving the extra time and effort to the **Tomorrow's Schools** reforms which are necessary to make them work.

The report is in four chapters, reporting the results of the separate questionnaires for principals, trustees, parents, and teachers. Only statistically significant results have been discussed, and attention has been focussed on the larger differences. Appendix A describes the way in which statistical significance has been determined. All percentages noted and used in tables are percentages of the total group response, unless otherwise indicated. Some tables may include figures adding up to more than 100%, because the questions allowed more than one response; some less, because people did not answer the question. 'n/a' in a table means the question concerned was not asked in a particular year or of a particular group.

The three categories used in analysing any differences in school location are urban, small town (corresponding to 'minor urban' in the categories used by the Ministry of Education), and rural. The category of 'secondary urban' has been omitted from analysis because the numbers of respondents here were too small to allow comparison; similarly, in most cases, with the dimension of school ownership (state or integrated). 'Very low' Maori enrolment refers to less than 8%, 'low' to between 8% and 14%, 'moderate' to between 15% and 29%, and 'high' to 30% or more.

I - PRINCIPALS

1 RESPONSE

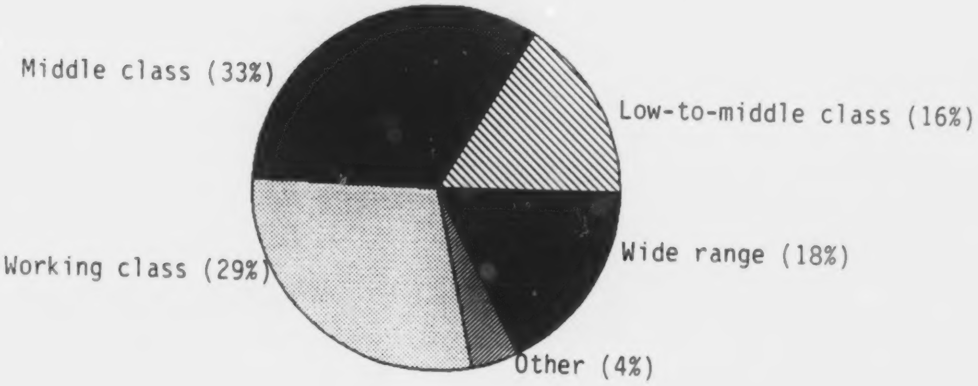
Eighty-seven percent (207) of the 239 principals in the sample returned questionnaires, slightly more than the 75% response rate for the parallel 1989 survey. Figure A.a in Appendix A shows how closely the school characteristics of respondents matched those of the sample schools. The only major disparity was an over-representation of schools with low Maori enrolment.

Personal characteristics of gender and ethnicity balance amongst the principals responding were also very close to the national figures for principals, as given in the provisional results of the Ministry of Education's 1990 school staff census, with slightly fewer Maori, and slightly more Pakeha/European. Just over half the principals were 'teaching principals', that is, with classroom responsibilities as well as those of school leader and manager.

In the analysis that follows, the socio-economic status of the community served by the school and whether or not it had a teaching principal, have been added to the school variables used in the other chapters of this report.

Figure 1.a

Socio-Economic Status of School Communities



Ten percent of the principals also noted that they had high proportions of unemployed or single parents in their school's community. Most of the schools serving a mainly middle class community were either largely European/Pakeha, or mixed in their ethnicity, with few schools with large numbers of Maori students. Conversely, most of the schools with high proportions of Maori or Pacific Island students were found amongst those serving mainly working class and low-to-middle class communities.[1] It would appear from this overlap that targeting of equity funds towards schools on the basis of ethnicity would also reach children from economically disadvantaged homes, thus efficiently reaching most of those who have so far done least well in our educational system.[2]

2 RESOURCES

Staffing

Forty-one percent of the principals who responded did not consider they had enough staff to meet the needs of their school. Urban and small town principals were more likely to report this than their rural colleagues, as were those in contributing primary and intermediate schools compared to those in charge of full primary schools; and non-teaching principals were twice as likely to report lack of staff as teaching principals (74% compared to 37%). The view that the number of teachers in the school was not adequate rose with school size (from 7% for principals in schools with rolls less than 35 to 67% for principals in schools with rolls of 200 or more). A third of the principals said they had difficulty finding suitable teachers, slightly more than the 25% in the 1989 NZCER survey. Remote or rural location was the main reason given for this, with other reasons being a limited number of suitable applicants, a low socio-economic catchment area, and a shortage of teachers who spoke Maori. Schools with the most difficulty finding suitable teachers were located in small towns, and/or with high Maori enrolment, and/or serving working class or low-to-middle income communities.

Teacher Turnover

The figures here give some idea of both the mobility of teaching staff, and the demands on boards to find staff and make appointments. There were no changes in teaching staff in 30% of the schools, slightly more than the 24% noted in the 1989 survey. Half the schools lost one or two teachers, 16% three to five, and 6% six or more. The table below shows that while much of the movement was between schools, a fifth were also leaving the profession through change of career or stress.

---

[1] Similar findings are noted in *Socio-economic Indicators of Educational Disadvantage in Schools*, an analysis carried out in July 1990 by Dialogue consultants for the Ministry of Education. This report found that the main variables associated with variation in school performance, as measured by its mean outcome in School Certificate, were ethnicity and socio-economic status.

[2] See, for example, the NZCER reports on the fairness of New Zealand education in the Royal Commission on Social Policy's 1988 report, III(2), 173-404; and the analysis of social and economic wastage of talent in Hughes, D and Lauder, H (1991) 'Human capital theory and the wastage of talent in New Zealand', *NZ Journal of Educational Studies* (forthcoming).

Table 1.1

Teachers' Reasons for Leaving Their School

Reason	% (N=278)
New Position	28
Promotion	17
Maternity	15
Change of career	12
Retirement	10
Stress	9
Travel	9
Family reasons	5

NOTE: The percentages in this table are based upon the number of teachers leaving (N=278), but the information was provided by the school principal.

Other reasons were death, illness, further study, dismissal, and the downgrading of the school. More urban teachers left to change career than others; fewer rural teachers left because they had been promoted. There was more movement amongst intermediate than primary school teachers to travel, change career, because of stress or for promotion. Stress and retirement were more frequent reasons for teachers from schools serving working class and low-to-middle class communities than others.

Change of teacher during the year was found to be associated in this survey with parental dissatisfaction with the quality of their child's learning; the London Junior School Study[3] also found it to be one of the factors having a negative influence on pupil progress. Two-fifths of the principals reported that no class had changed teacher during the year, slightly but not significantly better than the 35% in the 1989 NZCER survey. Forty-six percent noted a change of teacher in one or two classes; 9% in three to five, and 2% in six to ten classes. The proportion of principals who also found it difficult to find suitable teachers for their school rose with the number of classes who had changed teacher during the year.

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[3] Mortimore *et al* (1988). *School Matters.* Open Books.

Use of Relief Staff

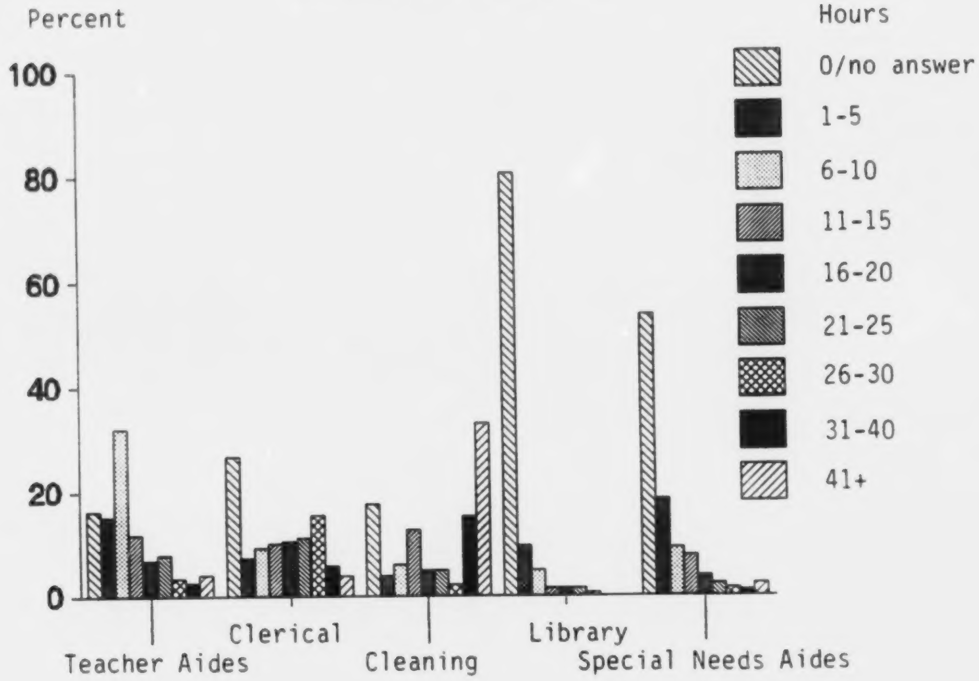
The importance of relief staff for schools is underlined by the fact that only one principal had not used any relief staff in the 1990 year up till the time of the survey (October-November). Just over a fifth of the principals used long term relieving staff. Nearly four-fifths of the principals reported that there was no day when any of their classes was without a teacher, slightly but not significantly higher than the 60% for the 1989 NZCER survey.

However, just over two-fifths said they had difficulty finding properly qualified relievers; the main reason for this was a local lack of trained teachers. Other reasons included low pay, and relievers committed to permanent part-time work. Difficulty in finding suitable relief teachers increased with the degree of Maori enrolment in a school, and was much higher in small towns than in major cities or rural areas, and in schools in working class and low-to-middle income areas.

Ancillary Staff

Besides their responsibility for teaching staff, permanent and relievers, principals are also responsible for ancillary staff, who work as teacher aides in classrooms and/or libraries, sometimes in attached units for special needs children, who do clerical and accounts work, or who do the school cleaning and caretaking. Just under two-fifths had one or two ancillary staff, and just under half had between three and five. The next figure shows the distribution of ancillary staff in five key areas.

Figure 1.b
Distribution of Ancillary Staff

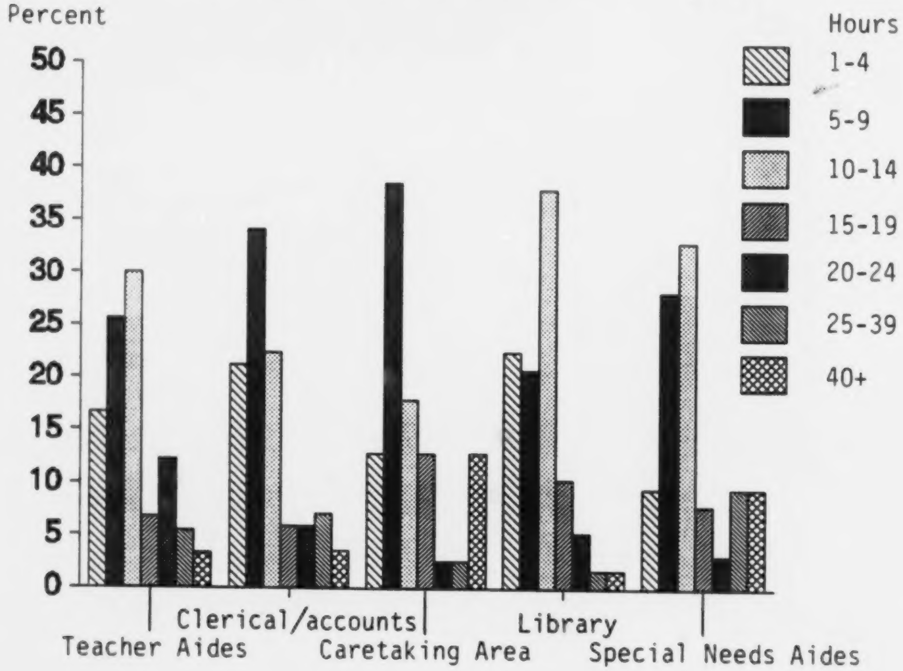


Intermediate schools had more hours in all areas than did primary; rural schools less in all the areas asked about other than the library. The larger the school, the more hours they tended to have in all areas other than the library, where other characteristics were more important: schools with very low Maori enrolment had more hours given to this than others, and schools in middle-class areas or serving mixed communities had better provision than did schools for children from working and low-to-middle class homes. Given that the 'cultural capital' of these homes is lower[4], putting these children at a disadvantage from the start, it is a matter of concern that libraries, on this admittedly crude indicator of ancillary hours, may not be priority areas in their schools.

Ancillary hours were included in the bulk operational grant which was given to each school board to allocate and add to with its own locally raised funds. However, 69% of the principals thought their school did not have enough ancillary hours; this figure is slightly up on the 1989 NZCER survey percentage of 62%. Estimates by principals of how much more time was needed at their school were relatively modest, as indicated in Figure 1.c below. This could indicate that there was either little slack in school budgets to make major changes to the amount of ancillary staffing, and principals were being realistic in assessing their chances of obtaining more funding from the Government or their community, or simply that a relatively small amount of extra assistance would allow principals to make the kind of resource improvements at school level that some had hoped for as one outcome of the **Tomorrow's Schools** reforms.

Figure 1.c

Principal Estimates of Additional Ancillary Help Needed



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[4] A recent NZ study is by R Nash, R Harker & H Charters (1990). *Access and Opportunity in Education - First Phase Report.* Education Dept, Massey University.

Nine percent of the principals said they had problems in getting ancillary staff, with higher proportions in schools with rolls of less than 100.

Funding

Just under two-fifths of the principals considered their Ministry of Education funding had been enough to meet their school's needs in the 1990 year. Their school funding was judged inadequate by just over a fifth, with a further two-fifths saying it was too soon to tell or they were unsure. These proportions are almost identical with impressions on the school's funding obtained from school trustees. The only school characteristics associated with differences here were school type (with more satisfaction from intermediate school principals); and high Maori enrolment, and a working class or low-to-middle class catchment area. More principals at these schools reported that their school's operational grant had been inadequate. Principals who considered the grant inadequate or were unsure that it was adequate were also likely to feel that the school's staffing was inadequate, and to report difficulty in finding suitable teachers for the school.

Table 1.2

School Expenditure

Areas	% Spent less (n=64)	% Spent more (n=103)
Administration	14	24
Property and maintenance	14	22
Special needs	14	18
Classroom resources	13	36
Ancillary staff	12	17
Staff development	12	29
Implementation of new school policies	8	11
Trustees' training/advice	8	11
Other	4	4

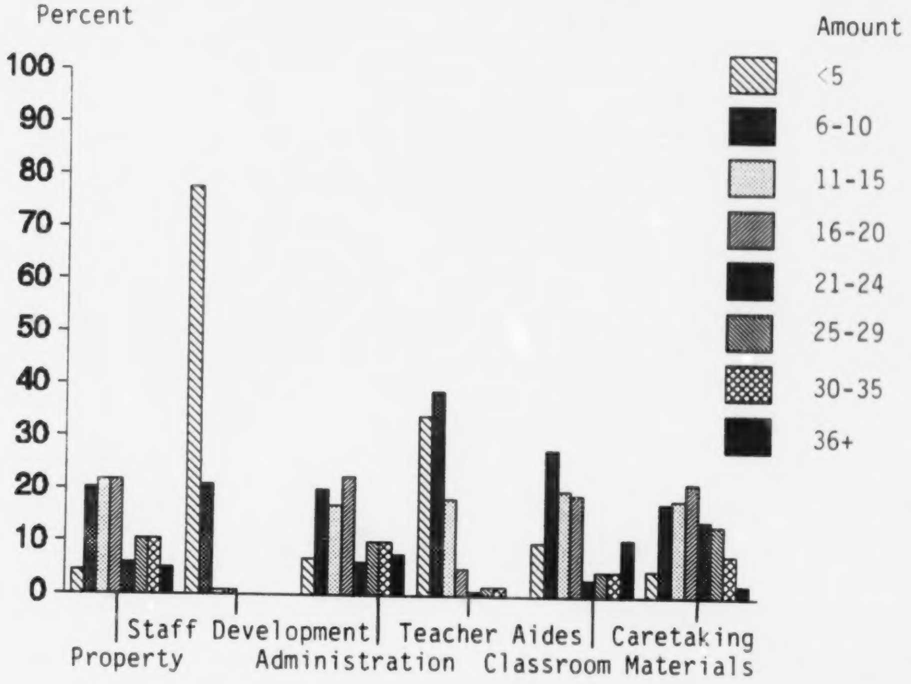
NOTE: In all tables in this chapter, unless otherwise indicated, percentages are based upon the total number of principals (N=207); where the numbers responding to a particular question are quoted they have been indicated as above (n=64), (n=103), but the percentages are still based on the total N.

Table 1.2 shows the changes in school spending in the first year of school responsibility for allocating its operational grant. A fifth of those principals reporting cut-backs also reported one or more area of increased spending. The main comment made by both those who increased and those who decreased spending was that the school had been cautious in its approach.

There had been fears that staff development could suffer with the shift to school based management; the comparatively high number of principals reporting increased spending in this area indicates that this fear has not been realised (perhaps because it was strongly voiced to boards by the Ministry and the School Trustees Association), though the figures (from 134 of the principals) on overall apportionment of the 1990 school budget indicate that staff development was not a major item in most schools

Figure 1.d

Apportionment of School Budget



Principals from rural schools reported a bigger allocation to staff development than schools elsewhere, and less on administration and cleaning/caretaking. Intermediate school principals reported the reverse, in contrast to their primary school colleagues, but with less money allocated to property maintenance. The amount set aside for administration rose with school size. Schools with moderate and high Maori enrolment were allocating more for caretaking and cleaning, and less on classroom materials than others. Schools in low-to-middle class areas spent more on administration.

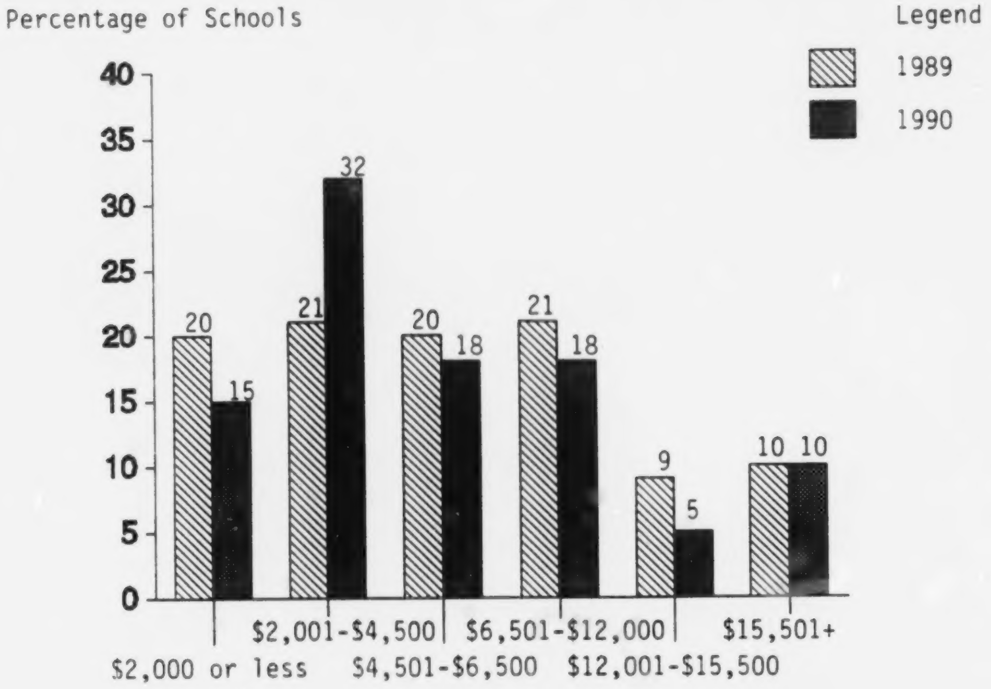
Sources of School Funds

Half the principals said their school had been funded by the Ministry to provide for children with special needs; 31% had received special needs (equity) funding. More schools with moderate and high Maori enrolment received funding from both these sources than others, as did schools serving working or low-to-middle class communities. The overlap of special needs funding (associated with mainstreaming/inclusion and satellite units) with ethnicity and socio-economic status bears out previous research which found a higher incidence of special needs amongst these groups[5]; it also gives much cause for thought about the wider demands being made on these schools than on others.

School size was also related, with only a fifth of the schools with rolls under 35 receiving special needs funding, compared with two-fifths of those with rolls between 35 and 100, and three-fifths of those with rolls over 100.

Figure 1.e

Total Amount of Locally Raised Funds



The amount of money which schools were able to raise in the financial year ending 31 March 1991 was much the same as that reported for the previous year in the 1989 NZCER survey, with the only increase being in the $2001-$4500 bracket. Reasons for the increase could include increased school fees/donations (28% of the principals said these had gone up in

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[5] See NZCER's report for the Royal Commission on Social Policy (1988) *How Fair is New Zealand Education*, Vol III (2), 258 - 272.

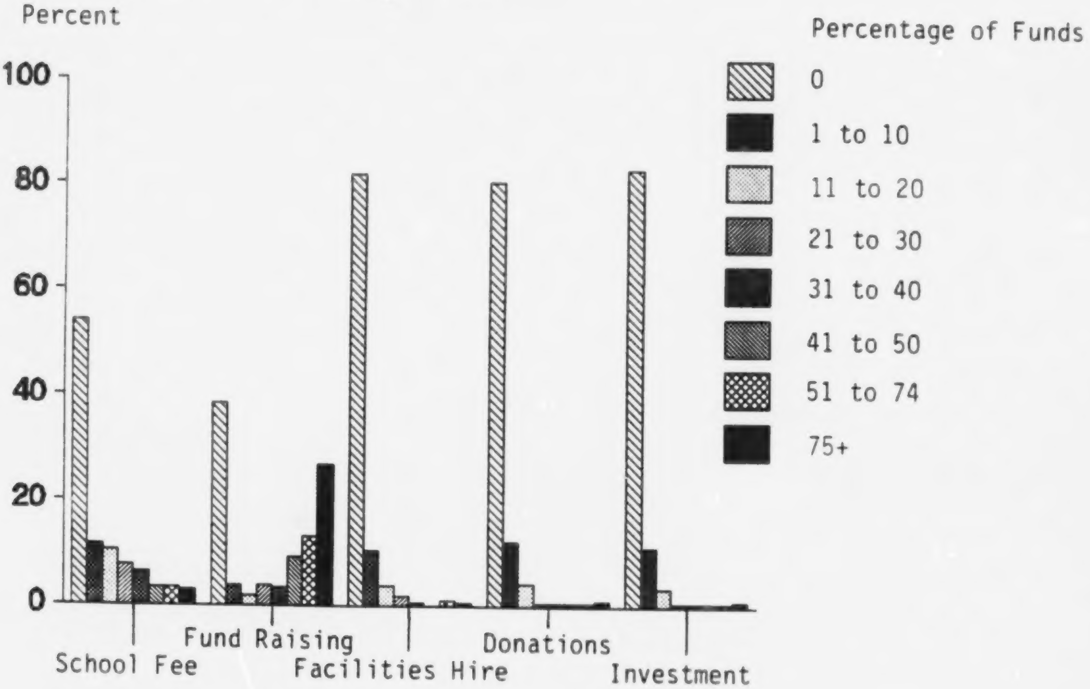
1990), inflation (the inflation rate between the fourth quarter 1989 and the fourth quarter in 1990 was 5.5%), and increased school fundraising. Interest from investing the surplus in the operational grant money had only been available to schools for one quarter at this stage, and it may be that this became more of a source of school funds in the 1990 financial year, and showed up in the results of the 1991 NZCER survey. Trustee responses indicated that although two-fifths of the schools had increased their fundraising efforts, only half of these had increased the amount they could raise.

Not surprisingly, the main characteristic associated with differences in the amount of locally raised funds was size. No principal in a school with a roll less than 100 reported raising more than $12,000; and schools with rolls over 300 dominated the figures for the higher reaches of schools' fundraising.

Figure 1.f shows the sources of these funds. A quarter of the schools had no school fee/donation. The larger the school, the more likely it was to have a set school fee/donation. By law, school fees/donations are voluntary. The willingness or ability of parents to pay varied considerably between schools. Some 29% of the schools enjoyed between 90 -100% payment, 5% achieved only 50% or less, and 32% between 50% and 80%. Schools in working class and low-to-middle income communities had higher rates of non-payment than others.

Figure 1.f

Source of Locally Raised Funds



At most schools, parents also paid for school trips or camps, visiting performers, class outings and sports trips. A third of the principals reported that parents also paid for manual training, and a sixth that they paid for classroom materials and music tuition. The figures here are close to those in the 1989 NZCER survey, indicating that schools were not choosing to use their operational grant for these activities.

The overall picture of school funding which emerges from this material is that while a minority of schools have been able to use their new freedom to allocate their operational grant to their own school priorities, as illustrated by Table 1.2, most schools have not. The amount of money raised locally to augment schools' operational grants was also rather low.

Those who considered their operational grant inadequate were also more likely to consider that the number of teachers at their school was insufficient. One reason given for moves to include the staffing grant in schools' operational grant has been that this would allow schools to have total flexibility, and increase staff numbers if they wish. However, the data presented above would indicate that there would be little if any money in most schools to allow that choice, unless at the expense of other vital areas of school spending.

School Accommodation and Equipment

In return for control over their operational grant, and to ensure a balanced allocation of responsibility for the school property, schools were asked last year to sign occupancy agreements. Most schools were reluctant to do this, given the large backlog of school maintenance and rebuilding which was needed. Only a quarter of the principals reported that their schools had signed the Occupancy Agreement with the Ministry of Education. The table below shows principals' views of the adequacy of their school's accommodation.

Table 1.3
Adequacy of Schools' Accommodation

Facility	Very good %	Adequate %	Poor %	None %
Classrooms	21	63	18	n/a
Administrative space	12	38	49	n/a
Library	27	55	14	5
Resource rooms	9	36	37	17
Specialist classrooms	4	8	5	78
Hall	12	17	6	61
Marae	0	1	0	89
Sports facilities	25	57	18	0
Swimming pool	14	46	17	23
Staffroom	21	40	36	2

It has been suggested that if schools are required to pay a commercial rent on their buildings they could recoup some of this money by hiring their facilities. However, leaving aside the question of additional maintenance costs, three-fifths had no hall to hire, and almost four-fifths no specialist classrooms (e.g. art, manual work) which might attract outside use.

Principals were also asked whether there was adequate space to meet the **Tomorrow's Schools** emphasis on community consultation, and to talk privately with parents (in line with the emphasis on improving school accountability to parents). Only half the schools had adequate space for community consultation, indicating that some might have to find or hire space outside the school for consultation if crucial issues arose; and only 30% had space for private discussions with parents and trustees. More intermediate schools had space for private discussions than did primary schools.

The main gaps in equipment (see Table 1.4 below) were in the more expensive areas of computers, musical instruments, and science materials. These gaps are cause for concern, given the new curriculum emphasis on science and technology, and, beyond the classroom, the heavy administrative load and need for swift access to information, especially finance, which have accompanied the shift to school-based management.

Table 1.4

Adequacy of School Equipment and Materials

Type of Equipment	Very good %	Adequate %	Poor %	None %
Books and classroom materials	18	70	11	n/a
Audio-visual equipment	27	60	13	0
Science materials	10	65	23	0
Computers for classroom	25	36	28	10
Computers for administration	28	17	2	52
Art and craft materials and equipment	31	65	4	n/a
Musical instruments	14	62	25	n/a
Physical Education	19	68	12	n/a

Once again, school characteristics of a high proportion of Maori enrolment, and location in working or low-to-middle class areas were associated with lower access to resources, in these areas: science, computers for use in classrooms, audio-visual equipment, and musical instruments.

One positive result of the shift to school-based management seems to be a decrease in vandalism. No vandalism was reported by 29% of the principals, compared with 12% in the 1989 NZCER survey. The main decrease was in minor vandalism (51% compared with 65%). Schools in middle-class areas had less vandalism than others.

Parent and Community Support

The table below shows that most principals thought the level of parent support was satisfactory in most areas of school life - apart from the 'governance' areas of contributions to the work of the Board. This was the major area where other trustees would like more parent involvement, and an area where parents in their answers indicated both ignorance of what was happening, and a desire to know more.

Table 1.5

Level of Parent Support

Activity	Satis- factory %	Unsatis- factory %	Lower than 1989 %	Same as 1989 %	Higher than 1989 %
School concerts/ special events	93	6	2	90	7
Sportsdays	90	9	6	87	5
Fundraising	83	13	8	75	14
Classroom assistance	77	15	7	82	9
Maintenance of school/equipment	71	20	9	75	14
BOT meetings	69	26	12	72	14
Charter development	58	36	23	63	10
Policy development	53	41	22	59	14

While some schools have increased their level of parent support, the overall picture (subtracting decreases from increases) shows only small gains in fundraising, school maintenance, classroom assistance and meetings of boards of trustees, with the largest decreases in charter and policy development. The decrease in charter development is perhaps explained by the fact that most of the schools in the survey had taken their charters to the Ministry for approval (60% approved, 17% referred back to the school for changes, 8% revising an approved charter, and 7% still working on the draft).

A sample of the comments made include:

> Parents generally support activities directly involving their children, but BOT and staff find support in working bees, fundraising, curriculum development sharing evenings etc poor.
>
> The school taxes the same people all of the time.
>
> Requires considerable input from principal, but the willingness to help is very positive.
>
> We have low parent energy: 15 families and we are struggling to find a chairperson. Lots of principal energy needed to get any more than the bare essentials done.
>
> In the area of charter development and policies parent interest is with one or maybe two aspects; the rest is left to staff, and when presented for comment are accepted with very little comment.
>
> People are too busy for consultation processes. Opinion expressed is that they wish the professional staff to make these decisions.
>
> People have indicated that they are very happy with the school and want us to get on with it.
>
> BOT members turn up regularly - no-one else does!
>
> General apathy following initial enthusiasm.

Principals in intermediate schools, schools in working or low-to-middle class areas and those with moderate or high Maori enrolment were more dissatisfied with the level of parent help with school maintenance, classroom assistance and fundraising. Principals from schools in low income areas were also less satisfied than others with parent support for charter development, school concerts/special events, and sports days. Level of satisfaction with parent support for board meetings and policy development, however, was much the same for all principals.

Almost half the principals said they sometimes had problems getting parent help, and 15% generally had difficulty. The main reason given was that most parents were working, with a few noting that parents lacked transport, that parent help was not reliable, that parents were not interested in consultation or that some parents, particularly from minority ethnic groups, were shy or not used to taking the initiative. The proportion of principals reporting difficulty here rose with the proportion of Maori enrolment in the school.

The word 'community' appears often in the Picot Taskforce report and the **Tomorrow's Schools** policy documents, and it has been assumed to refer to people living around the school, and regarding the school as one of their community assets or hallmarks. This view of community may change with the provisions of the 1991 Education Amendment Act allowing schools to select their pupils, and removing the consultative (and perhaps mediative) step of community education forums when one school in an area decides it wishes to keep its Form 1 and 2 pupils. This may result in a gradual shift away from the perception of schools as serving local communities. It is likely that this would affect neighbourhood and non-parental support for schools, but the extent and nature of the effect would depend a great deal on the new clientele of the school.

Just under three-quarters of the schools had help from people who were not parents of children at the school, and this had increased since 1989 for 12% of the schools, with more principals in schools of high Maori enrolment and/or in small towns reporting increases than others. The level of their school's non-parental help was judged satisfactory by 58% of the principals.

Community support was low for only 12% of the schools. However, principals of schools in middle-class areas were more likely to describe it as high than others. Most principals said their community support was the same as it had been in 1989, with increases for 16% (particularly high for schools with high Maori enrolment), and decreases for 4%.

3 SCHOOL CHARTER AND SCHOOL POLICIES

Principals' views of their school charter, its consultation process and its likely effects on their schools are included in the Trustee and Teacher chapters. Principals were more critical of the school charter than their fellow trustees, and their views on its effects were closer to teacher than trustee views.

At the time of the survey, three-fifths of the schools were part way through writing their sets of school policies, 10% were finished, and 22% had just started. Principals saw slightly more parent involvement in the development of the three key areas of curriculum, equity and playground behaviour than did trustees.

The next table shows the extent to which schools were providing for the educational needs of pupils from disadvantaged groups, or providing others with the understanding needed to break down the prejudices and misinformation which feed disadvantage. Improving the educational outcomes of disadvantaged groups was important to both the original Picot Taskforce and the subsequent **Tomorrow's Schools** framework, and schools were to show in their charters and subsequent policy development what action they thought appropriate for their school.

The material in this table provides little ammunition for those who have criticised the charter framework as 'social engineering'. It would appear that schools generally develop policy to suit their existing pupils, and, apart from pupils identified as gifted, for groups for whom some targeted funding is available (e.g. for Maori and mainstreaming/inclusion).

Table 1.6

Special Programmes or Policies to Counter Disadvantage

Programmes for	None %	Some %	In development %
Maori pupils	38	31	39
Pacific Island pupils	84	6	5
English as a second language	70	7	18
Mainstreaming pupils	48	16	33
Gifted pupils	47	20	30
Anti-racism	72	10	14
Anti-sexism	52	17	27

Urban and intermediate schools appeared to have in place more policies to meet different pupil needs than other schools. (One intriguing variation in the light of present interest in both recapitation of contributing primary schools, and catering for gifted students, is that 83% of the intermediate school principals reported provision for them, compared to 30% of those at contributing and 25% at full primary schools.)

Principals were also asked about changes to assessment and discipline, as two areas where the local parental input encouraged by the **Tomorrow's Schools** reforms might have had an impact. Seventy-two percent of the principals reported changes in assessment policy, including the new primary records scheme, but also more curriculum checkpointing (45%) and pupil self-evaluation (26%). The increase in checkpointing is interesting, given its emphasis in the recently announced national curriculum objectives policy. The overall increase in the amount of attention given to assessment shows schools were keen to be able to demonstrate pupil progress to parents, as well as to diagnose problems so that they could be picked up at an early stage.

At most schools, changes in assessment policy and discipline were initiated by staff rather than boards or parents. This may be because staff saw translating parental feeling into appropriate policy as part of their role as professionals, and it may be, as the material from parents in this survey indicates, that there was no great parental dissatisfaction with these two aspects of school life.

Two-thirds of the principals reported that 75% or more of the school's parents discussed their child's reports with the child's teacher, with another sixth reporting between 50 - 75%. Fewer principals of the smallest schools and schools with high Maori enrolment reported this high level of parent participation. Ten percent said that more parents took part in these discussions than the previous year. Only 8% said that parents were more interested in their children's work than the previous year; the reason for this might be that interest was already high.

Thirty percent of the schools had made changes in their discipline policies; half of these no longer used corporal punishment because it was made illegal, though 3% of the principals said that their schools were still using it. Other changes included the use of positive reinforcement, and increased parent involvement to arrive at a joint response. Discipline measures reported balanced punishment (referral to senior teacher, detention and cleaning duties) with strategies to produce better behaviour.

Participation in School Decisionmaking

Detailed pictures of who takes part in making decisions in nine key areas of school provision are given in Appendix B. The degree of participation was not asked. The distinction between the 'governance' and 'management' sides of the Board coin, with trustees responsible for the former, and the principal for the latter, shows in the much lower participation of trustees in curriculum, school organisation, and allocation of teachers to classes. Their input into assessment and teacher appraisal policy was much higher. Principal estimates on teacher participation in school decisionmaking were somewhat higher than teachers' own views. (See Table 4.19 in Teacher chapter.)

Table 1.7

Areas of Principals' Training

Area	%
Management/administration	75
Charter development	69
General training on principal's role	68
Staff appraisal	66
Personnel matters	62
Curriculum area	60
Accounting/budgeting	55
Treaty of Waitangi	38
Community consultation	33

4 STAFF DEVELOPMENT AND ADVICE

Most of the training they had received specifically addressed the new responsibilities which came to principals in the **Tomorrow's Schools** reforms, as Table 1.7 shows. Only nine of the principals had had no training in the previous 12 months.

Four-fifths of the principals had done some of this training in their own time. The money for their training came from their boards (79%), the Ministry of Education (37%), and themselves (45%). Fewer urban principals were less likely to report receiving financial support from the Ministry than their small town and rural counterparts.

Just over three-quarters would like more training for their new responsibilities. Intermediate school principals showed less interest in further training in the topics asked about than others. Most principals would like to train with other principals, and then with school advisers, and a few at tertiary institutions. Table 1.8 shows the topics of most interest to them.

Table 1.8
Principals' Priorities for their Training Related to ***Tomorrow's Schools*** *Changes*

Area	% (n=169)
Staff appraisal	62
School development	56
Staff development	51
Financial planning	42
Instructional leadership	37
Equity provisions	35
Administration	32
Community consultation	18

Four-fifths of the principals would also like more training for their staff to equip them for their new responsibilities, as Table 1.9 shows. More interest was shown by non-teaching principals.

Table 1.9

Principals' Priorities for Teacher Training

Area	% (n=185)
Staff appraisal	71
Curriculum areas	67
Relations with parents	26
Equity	25
Budgeting	23
Charter development	22
Administration	12

Advice and Information

Tables B.5 - B.7 in Appendix B set out the sources of school advice and information on key aspects of school life. Most schools appeared to have several sources on each topic, rather than rely on one alone. Some interesting patterns emerged here related to school characteristics. Principals from rural schools and those with teaching principals reported more use overall of advisers and the Ministry of Education; and those from schools in small towns made more use of professional and representative organisations (NZEI, Principals' Federation, STA). Intermediate schools appeared to make less use of most of the sources asked about, apart from their own staff, and printed material. Use of the Education Review Office rose with a school's proportion of Maori pupils, and use of cluster groups declined. Schools with high Maori enrolment made almost twice the use of private firms to help with their finances than others, and schools with very low Maori enrolment had more help from parents in this area. Schools serving middle-class communities had more voluntary and parent help for building maintenance and repairs than did others. However, these schools and those serving working-class communities both had more parent and voluntary help with their financial/accounting systems than those in low-to-middle class areas, and those serving a wide socio-economic range.

Fifty-four percent of the principals said they used an Education Service Centre; use of a Centre made no difference to views on whether or not the school had access to useful advice in the practical areas of buildings and maintenance, and financial systems. Fewer principals of schools in middle-class areas and more principals of the smallest schools said they had a contract with a Centre than others.

The next table sets out the areas where principals judged their access to useful advice to be unsatisfactory. It is interesting that many of these areas were professional, and that finance, which some outsiders have assumed was an expertise lacking to boards, does not figure highly. This accords with trustee priorities for their training.

Table 1.10

Schools' Access to Useful Advice

Access to Advice	Unsatisfactory %	Not Sure %	Satisfactory %
Staff development	22	9	68
Communication with parents	8	6	85
Assessment	27	11	61
Individual children's problems	23	4	72
Treaty of Waitangi issues	36	19	44
Gender equity issues	27	18	54
Special needs children	25	14	59
Art and craft materials	10	4	86
Building maintenance/repairs	24	10	66
Financial/accounting system	14	9	77

Thirty percent of the principals also mentioned other areas of advice or information which they felt their school needed and was not getting. Principals from schools with high Maori enrolment, intermediates and those in urban areas felt more than others that they were missing. The main gaps identified here were advice on personnel matters, or the need for support systems, as the following comments illustrate:

> Information as to trends, new developments, excellent learning programmes elsewhere.
>
> Development of systems to assist with implementation of new administration requirements - liaison officers at the Ministry are too committed to adequately do this task.
>
> It's difficult to get advice on social studies, which is our strategic development area for this year. There is no curriculum development unit to help us.
>
> Advisers are not freely available.

> Heaps of advice - books, letters, words etc BUT it is not really advice we need. What would be useful would be an accounting system set up and paid for by the Ministry and a buildings division to take care of all property aspects, ie, the Government takes back and gives to experts those things we are not really skilled in. We then have time for the important professional aspects we are trained for and experienced in.

Dealings with Educational Agencies

A comparison of principals' assessments of their experiences with the various education agencies they must deal with shows a fairly consistent incidence of major problems across those with whom schools have most contact. Unfortunately, no comparable pre-**Tomorrow's Schools** data exists to see whether the number of problems reported is related to the nature of the new organisations, or the new roles of schools and the Ministry. The policy development role, with an emphasis on accountability to the Minister rather than schools, might explain, for example, the comparatively high number of minor problems principals report for the central office of the Ministry of Education. Or, it might be the product of the frameworks for implementation at school level having to be invented at the same time as schools were to produce charters, budgets, and negotiate on occupancy agreements. Or, as a number of principals and teachers commented with regard to the Special Education Service, that the educational agencies, contrary to some views, are understaffed for their roles.

Table 1.11

Principals' Assessments of Their Experiences with Educational Agencies

Assessment	Ministry of Educ'n Central %	Ministry of Educ'n Regional %	Educ'n Review Office %	Special Education Service %	Educ'n Service Centre %
Excellent - Very good	8	18	5	20	20
Good	13	29	11	22	13
Satisfactory	35	25	15	17	12
Minor problems	22	14	2	10	12
Major problems	12	9	2	10	3
No contact yet	n/a	n/a	58	16	n/a

Problems were reported more often by intermediate school principals and schools with high Maori enrolment or non-teaching principals. A quarter of the principals commented further here. Their views of the central office of the Ministry were largely negative; with a more even split between negative and positive comments on their experiences with the Ministry's regional office, the Educational Review Office, their Education Service Centre, and the Special Education Service.

A range of the comments made here follows:

> *Ministry - central level*
>
> Helpful but bewildered by the pace and extent of change. The bewilderment seems to be expressed in reams and reams of paper most of which, although well intentioned, seems to add to rather than clarify the confusion created by rapid change.
>
> Appeared to be a lack of overall knowledge of who was responsible for what, and who were the people with specific knowledge in certain areas.
>
> Lack of answers - length of time taken to reply.
>
> Earlier communication often contradicted by later; amounts appear in bank account for which there is no explanation often until much later.
>
> *Ministry - regional level*
>
> Approachable, very willing to do their best for us, but will they have money/resources available?
>
> No-one ever has an answer.
>
> Most supportive - excellent PR people.
>
> They lack background experience, lack balance, ie too many with only secondary experience.
>
> The district officers have the interests of schools at heart but are tied by central office to changes in policy; no policy; or lack of communication.
>
> *Education Review Office*
>
> Recently undergone a full review, community and BoT involved, and pleased.
>
> Haven't seen them. Surrounded by their own masses of bureaucratic paperwork??
>
> An ex building supervisor could hardly advise on curriculum.
>
> It is now 6 weeks since our ERO visit, and still no report from them.

Special Education Service

Understaffed but supportive.

Most supportive but they have too big an area to cover, and IEPs have placed a tremendous demand on this service.

The hardest part is to find someone to make a decision.

Service delivery intermittent; advice not always practical; useful though when referring children for special needs help.

Lack of experienced staff at local level mean long delays.

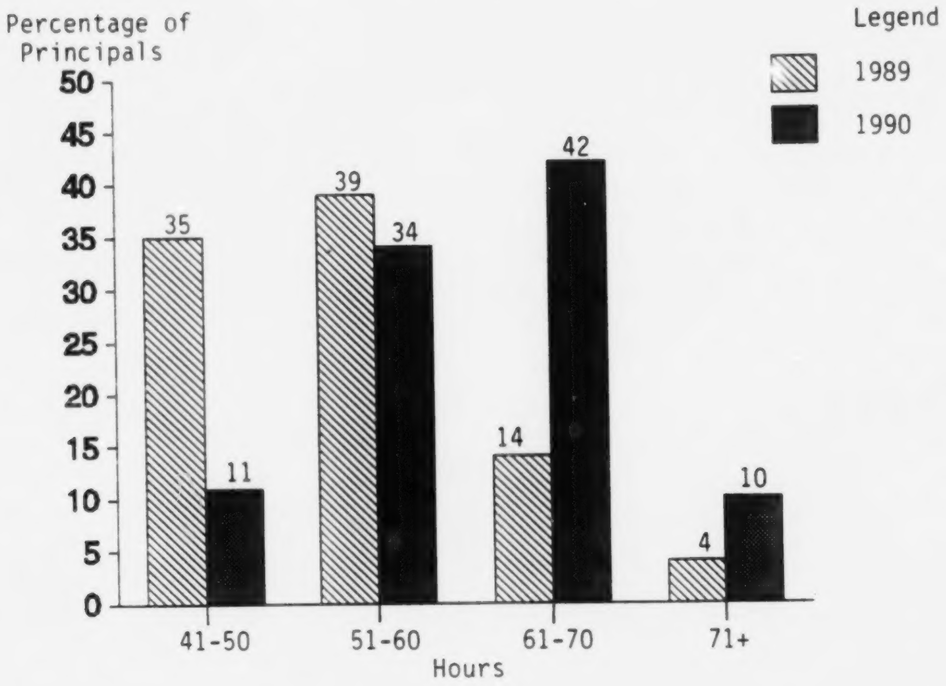
Lack of availability of staff means sometimes a wait for servicing.

5 PRINCIPALS' WORKLOAD AND JOB SATISFACTION

Figure 1.g shows that most principals were working long hours, even longer than they were working in what many then thought was the uniquely crowded first six months of the reforms. Only three principals said their workloads had decreased in the last year.

Figure 1.g

Principals' Work Hours



The fact that most principals were working more than 50 hours a week on average, with more than half working 60 or more hours should be cause for concern. Moreover, two-thirds thought this workload would not decrease over the next year - and a quarter thought it would increase still further. Only 7% estimated it could be cut back. Significantly more teaching principals than non-teaching principals were working more than 70 hours a week (13% compared to 6%).

Their central role has probably demanded more of principals, week in, week out, than of anyone else charged with making the reforms work. These figures indicate that attention needs to be paid to measures that could reduce their workload. It may be that further training and delegation would help, though both school staff and trustee responses to this survey indicate that they too were hard pressed. The hard conclusion may be that school-based management does require greater financial resources than was hoped or estimated, and that any further shift of responsibilities to school level will have to be adequately funded if it is to be acceptable to those making the reforms work at that level.

Almost all the principals said that they now did more administrative work than they did a year ago, at the cost of teaching. However, just under a third noted that they were also providing more professional leadership. More of these principals were from schools in middle-class areas than others. A few also noted an increase in consultation with the school community, and some that they were struggling to maintain their professional role in the school.

A range of comments follows:

> Very much increased to the point where it dominates my life.
>
> Governments have made education a political football, and I, who never was a cynic, am one now.
>
> The management role of the Principal has demanded extra hours. The BOT looks to the principal for leadership too.
>
> Many of the demands made of the principal are completely unreasonable. Without the school principals' goodwill the concept of Tomorrow's Schools would never have succeeded.
>
> More time spent trying to find information on procedures and personnel. There is a whole new structure of contacts and dissemination of this information from the top down has not always been satisfactory.
>
> Distressingly diverse and demanding now.

The next table shows the sources of principals' satisfaction in their work. Apart from the enjoyment some showed at their new freedom at school level, most of the aspects they mentioned are associated with their traditional role.

Table 1.12

Most Satisfying Part of Principals' Work

Most satisfaction	% (n=189)
Contact with pupils	27
Greater freedom to make decisions	19
Contact with teachers/helping their professional growth/providing professional leadership	15
Quality of school	15
Contact with parents	7
Nothing	6

Non-teaching principals were more likely to mention professional leadership and greater freedom to make decisions than teaching principals. Rural school principals were less likely to report these two sources of satisfaction, and while intermediate school principals reported these more than their primary school colleagues, they were also less likely to report satisfaction arising from the quality of their school. Some typical comments from principals follow:

> Having a popular, well-run, well-supported school.
>
> Freedom to draw up the budget with staff and BoT; personal choice over staff appointments.
>
> Setting up successful organisations that benefit children.
>
> As always - working with children.
>
> I quite enjoy the increased administrative responsibility - I like having more control over those aspects of the job for which I have always been held accountable.
>
> Getting a night without meetings occasionally!
>
> Teaching - when it is possible to do this uninterrupted, which is hardly ever.

Most of the dissatisfactions mentioned by principals stem from their new administrative responsibilities.

Table 1.13

Least Satisfying Part of Principals' Work

Least satisfaction	% (n=177)
Paperwork	28
Administration that seems unrelated to teaching and learning/ peripheral demands	26
Less time in the classroom	18
Workload/intensity of work	12
Dealing with outside education agencies	8
Dealing with Board of Trustees	8
Meetings/increased public contact/consultation	7

Rural school principals were most concerned about paperwork; intermediate school principals had fewer dissatisfactions than others; and dealing with the board of trustees and the workload were of more concern for principals at schools of high Maori enrolment.

Many strong feelings were expressed here:

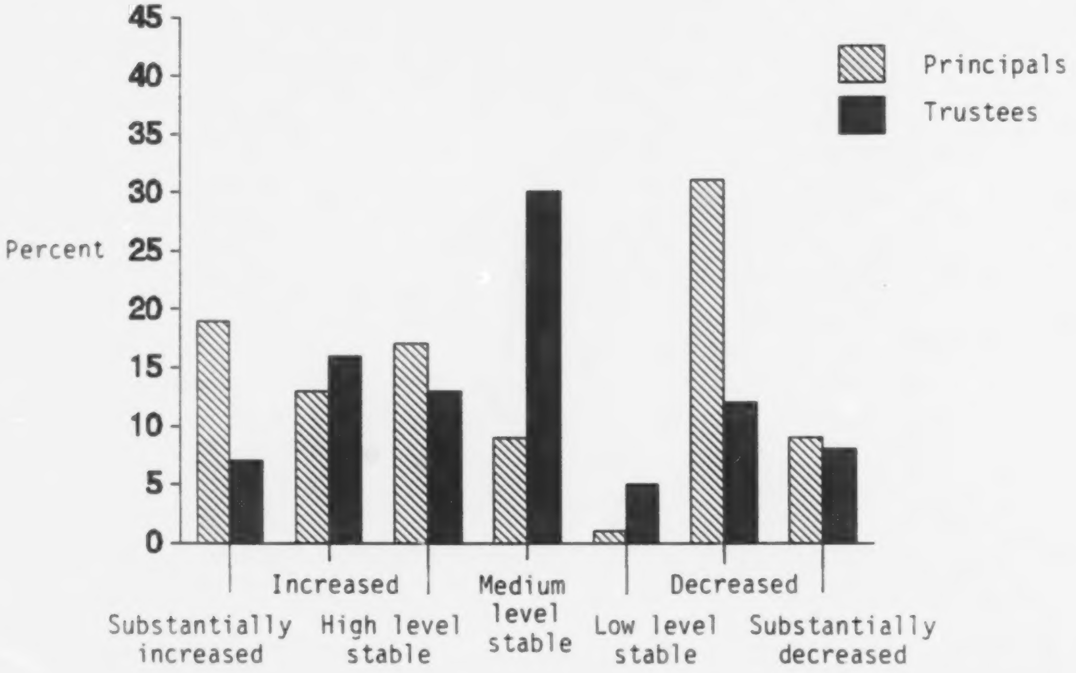
> I can never get anything completed!
>
> Duplication of effort required.
>
> Too busy to enjoy the children.
>
> Spending so much time in consultation and explanation of minor matters.
>
> Changes have not really resulted in changes to teaching and learning.
>
> Multiplicity of jobs that the principal has to do in any one day - many interruptions, often not achieving the day's objectives.
>
> Keeping policy development going - tend to do it yourself, and then discuss.
>
> Spending hours answering the proliferation of questionnaires which appear to be a necessary part of all change.
>
> Assuming the responsibility/accountability for what was always a less than perfect delivery of the curriculum - open season now for complaints.

> Not enough time to give to the students - not enough time to administer, liaise: no office, and no privacy.
>
> Teaching is not very satisfying. I don't get the time to spend with the children to develop positive relationships which last.
>
> Sorting out conflict between BOT members.
>
> The sheer intensity of the work. The constant making of cases to get extra help.
>
> Constant administration, consulting with officials - getting order out of chaos.

Figure 1.h shows that decrease in job satisfaction somewhat outweighed increases or stability at a high level. Principals at schools in middle-class areas reported more moderate increase and less decrease in satisfaction than others.

Figure 1.h

Changes in Principals' Job Satisfaction



Principals' Views of Relations at the School Level

Table 1.14 sets out principals' perceptions of their relations with others working for the school, and relations between them. It is interesting that principals saw fewer problems in their relations with teachers and trustees than the latter groups did; but that they saw slightly more problems within the Board. (See Tables 2.15 and 4.21 for trustee and teacher views.)

Table 1.14

Principals' Views of Relations at the School

Relationship	Principal and trustees %	Principal and staff %	Between trustees %	Trustees and staff %
Excellent - Very good	72	60	48	50
Good	17	29	30	26
Satisfactory	6	6	9	13
Minor problems	5	4	10	5
Major problems	1	0	1	1

Comments on the principal's relation with the board of trustees largely expressed appreciation for its members and their effort. Themes amongst the comments made on the internal relationships amongst board members were that some did not pull their weight, that there were some personality clashes, and that a minority would not accept majority decisions. The main emphasis in comments on the board's relations with school staff was that staff did not see much of the board members, and that this could negatively affect the relationship. Intermediate school principals reported more problems in this relationship.

Just under a third of the principals said their relationship with school staff had changed over the previous year. Improvements were noted slightly less often than a growing distance between staff and principal, in the comments here; a few commented that the change was due to their recent arrival at the school, and others noted their appreciation of staff awareness of the principal's workload.

Principals' Views of their Board's Progress

Principal views were not substantially different from trustee or teacher views; though more described their board as 'struggling'; this may be because they were not given the option of the response 'coping' in the question they were asked. Principals of the smallest schools were more likely to describe their Board as struggling; those of schools in middle-class areas, least. They identified exactly the same top three major issues facing their Boards as did the trustees, but they also raised other issues, and showed a much higher perception of a need to sort out respective roles (or responsibilities), and time/personnel issues within the Board itself. These differences could reflect the more central role of the Principal in the school, as both Board member and the person responsible for the smooth and successful running of the school.

Table 1.15

Principals' Perceptions of the Three Major Issues Facing their Boards of Trustees

Issues	% (n=181)
Policy making	34
Budgeting/finance/fundraising	27
Property/maintenance	26
Trustee lack of time/ability to cope with workload or deadlines	19
Distinguishing their role of governance from management	18
Personnel issues	13
Change of members	12
Capability/effort of some board members	10
Need to improve consultation of parents/community	8
Need to understand education	8
Trustee lack of training	8

Other issues mentioned were dealing with minority groups, long term planning, improving resources for learning at the school, equity issues, and Board relations with professional staff. Principals in schools with high Maori enrolment showed more concern than others with the capability/effort of some board members, and their need to distinguish governance from management. Intermediate and urban school principals were more concerned with property and maintenance problems than others.

6 THE IMPACT OF THE REFORMS

There were some differences between principals and teachers in their perceptions of how the changes had affected their school. More principals than teachers thought there had been positive gains in the relationships between teachers, and both positive and negative effects in their relations with parents. However teachers saw slightly more positive effects on the quality of children's learning than did principals.

Table 1.16

Principals' Views on the Impact of Changes on Their Schools

Views	No impact %	Hard to tell %	Major +ve %	Minor +ve %	Minor -ve %	Major -ve %
Teaching content	40	26	4	22	2	2
Teaching style	46	23	3	18	5	1
Relations between teachers	42	18	10	17	7	1
Relations between teachers and parents	28	19	5	30	13	1

Principals of schools in low-middle class areas saw less positive impact overall than their peers in other schools. The main comments made about changes in relations between teachers and parents were that parents now had a better understanding of what the school was doing, or that some parents had become more demanding of the school. Almost all the principals noted that their teachers' workloads had increased over the previous year.

Table 1.17

Important Changes that Principals Would Make to Schools

Changes	% (n=157)
Slow pace of change	19
Reduction of pressure on teaching principals	16
Negative comment about structure or nature of central education agencies	15
Exclusion of teachers' salaries from bulk grant	14
Retention of advisory services	7
More support for mainstreaming/special needs children	7
More accountability/training of BOT members	7
Reduction of BOT/parent power over staff	7
More funding for school administration	7
Increased staffing provisions/more flexibility	7

Three-quarters of the principals would like to make some changes to the **Tomorrow's Schools** reforms. Their priorities are set out in Table 1.17.

Other changes or concerns mentioned were the inclusion of outsiders in school appointments to ensure they were fair, increased funding for rural schools, the need to reduce paperwork, the view that school responsibility for its property was too great, a concern about possible changes in assessment procedures, a dislike of the equity provisions in charters, a view that charters were not what people had expected, a desire for increased salaries to cover the extra responsibilities given to principals by the reforms, as well as a desire not to have pay levels set by perceptions of principal performance, and concerns that inequities were growing between schools.

Finally, principals were asked to make any other comments they had on the **Tomorrow's Schools** changes, and the effects on their school. Table 1.18 sets out their views.

Table 1.18

Principals' Further Comments on the Reforms and the Impact on Their Schools

Comment	% (n=119)
Positive comment on greater autonomy of schools	15
Negative comment about speed of changes	11
Criticism of market model used for schools/user pays/creeping privatisation/growing inequities/growing parochialism or self interest	10
BOT workload too great	8
Emphasis on administration at expense of children	8
Negative comment on change to principal's work	8
Stress level at school a concern	7

Principals used this final question to sum up their experiences and views of the changes. A sample of these statements concludes this chapter:

> I am aware that change brings certain frustrations. To date our deferred maintenance and our property occupancy agreement have yet to be negotiated. This has caused some frustration among BoT members in a school which has had little done to it in 25 years. On the positive side, we believe the changes are for the better; schools will have more freedom along with the community to decide their own destiny. We

believe that if the Government would now address the problem of class sizes in urban schools and get them into the 20s rather than the numerous 36-37 as at present, our education system would be moving along pretty good lines!

The changes were good in theory. Because they were rushed, their major impact has been negative. In 2 years time the benefits will be major. Now most principals are tired, overworked, not recognized financially, and negative. This will pass, but at what cost?

The consumers, the children, are definitely not benefiting from Tomorrow's Schools. The heavy emphasis on administration has drawn the emphasis away from teaching and learning. This major need must be addressed as soon as possible.

I still believe the introduction of Tomorrow's schools has been very badly done. There was a need for change, and many of the changes have been and will be beneficial to schools. However, the changes are too wide (ie buildings and grounds should have been left to the Ministry, and methods of financial management established on at least a group basis). The changes have also been too rapid, and brought in without proper trialling procedures. Tomorrow's schools has little to do with children's learning or teaching - it was a political statement that has backfired on the government of the day.... I feel we may become very vulnerable to political whim.

Trust, loyalty, honesty and goodwill are absolutely necessary between all people involved. However, a very small but vocal group of parents, one of whom is on the board, has made many meetings most unpleasant and destructive in terms of staff-board relationships. Fortunately, most people work well together. People are the key.

The current workload is not sustainable.

Most changes have been implemented with a positive attitude. Charter difficulties caused a marked decrease in BoT attitudes. Parents are very supportive of us, and we of them. It is working very well here as our recent review showed. But BoT are unaware of the scale of their responsibility towards us as teachers, and can tend to take their tasks too lightly.

The system strengthens the strong - penalises principals in lower socio-economic areas, with no parental strengths.

Principals' and teachers' accountability has risen dramatically, but BOTs can make subjective decisions without any Ministerial accountability, eg appointments. review against non-selection is a farce.

It may work well in a large school in a high income area. Rural schools are disadvantaged. BoT members are drawn from a very small pool, non-skilled and set in their ways. I feel that I was trained to teach - if I had wanted to be an accountant /business manager I would have trained to become one. Seems unfair to judge us (in the performance agreement) on how well we budget. Stress levels are higher - parents' expectations of teachers now unrealistically high. Demands on principal's time becoming impossible to handle. Waste too much time looking for the cheapest chalk, etc.

People's expectations of what teachers/schools/education can achieve have been inflated by those removed from the "chalkface" of education. Those that have never really been "teachers" are now telling us what can be achieved - but they're unable to do it themselves.

Expectations of teachers by the community are unreal - we are human, after all. Teachers' expectations of themselves are far beyond the call of duty - the community does not know how lucky they are.... We used to be the leaders in most fields of education in the world. Many of the "best" teachers are giving teaching away as a result of the changes. I'm sorry to be so negative, but this is the way it has affected many of my colleagues, and me. I'm retiring early.

For our area, there has been a totally negative impact: staffing more difficult, expertise (management) now not available; loss of inspectorate advice and support, and a more confrontational approach in matters of personal grievance.

Generally too much has been expected too soon..the changes are positive and of benefit to our school, the more so once all the systems/policies/procedures etc are completed. Parental involvement hasn't altered much - they're either happy with the school and its organisation, or they're apathetic and letting us "get on with it." A lot is expected of the school principal still, and continued training and support is required.

Funding is the critical component in many respects if equity issues are to be effectively addressed.

II - TRUSTEES

1 RESPONSE

Responses to the survey came from 310 of the 478 trustees approached, a 65% response rate. This is slightly down on the 70% response rate in the parallel 1989 survey.[1] The trustee responses came from 202 of the 239 schools in the survey (85%). Their school characteristics were almost identical to those of the survey sample, except that slightly more trustees came from schools with very low Maori enrolment, and slightly fewer came from schools with either low or high Maori enrolment. (See Appendix A for details).

Forty-eight percent were female, 42% male; 8% did not give their gender. Seventy-six percent were Pakeha/European, 8% Maori, 7% other (including 'New Zealander'), and 1% Pacific Island. These figures match quite closely the ethnic proportions of the population aged 25 - 45 in the 1986 census. The socio-economic characteristics of the trustees responding (Table A.2 - in Appendix A), however, show an over-representation of those at the upper end of the social scale and a corresponding under-representation at the lower end. This was also the situation when the former Department of Education surveyed all boards in May 1989, just after the first elections. There is an interesting decline between the 1989 and 1990 survey figures for male trustees in the professional socio-economic group, and for female trustees in part-time employment, with a rise in the skilled trades and farming group for male trustees. This may simply reflect differences in responses between the two years (though the female response rates for the two groups are virtually identical), or it may be that changes were occurring in the composition of boards. Nonetheless, it does appear that not all groups of parents are as involved in the management of their children's schools as was hoped in the **Tomorrow's Schools** reforms.

2 WHAT DO TRUSTEES DO?

In the **Tomorrow's Schools** framework, each primary and intermediate school has its own board of trustees, five elected from parents by parents, the principal, elected staff representative, and up to five members co-opted for skills or knowledge for which the board feels a need. The board has responsibility for setting and meeting the goals of its charter, which was intended to be the chief instrument of its accountability for use of public funds, managing its operational grant, and hiring and firing school staff in line with public sector guidelines of being a 'good' employer, which include the provision of equal employment opportunities.

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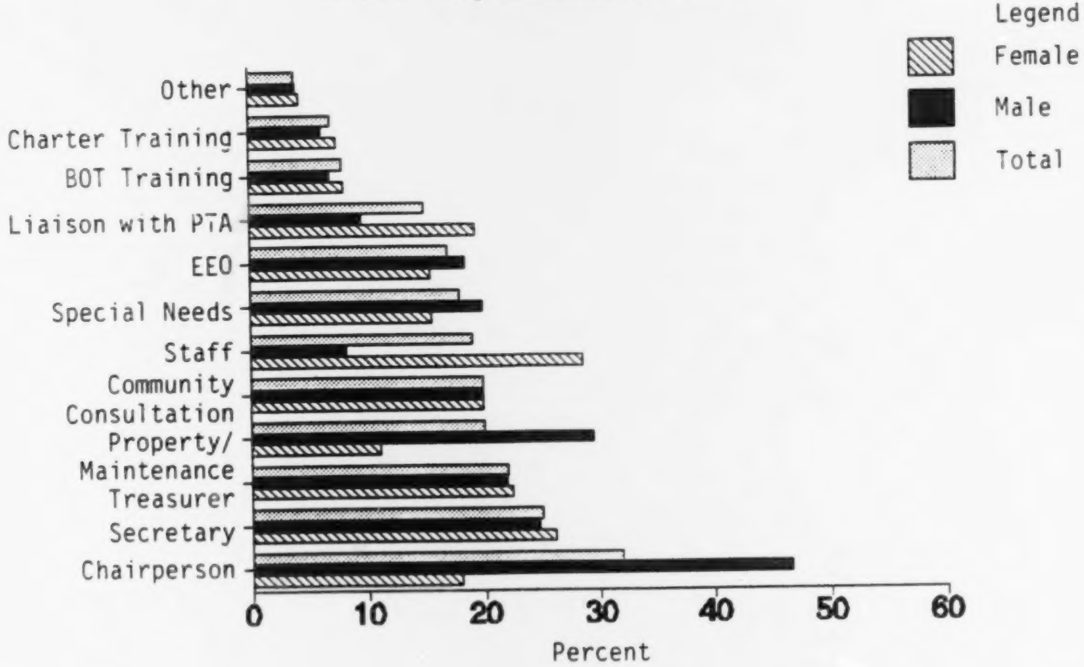
[1]. 71% of those who replied to the 1989 survey also responded in 1990, compared to 53% of those who were new to the survey this year (replacing those who either had not replied in 1989 or who were no longer on the list of names of trustees kept by the Ministry of Education). Of the 310 respondents this year, 188 were also in the 1989 survey, and 119 were newcomers.

The board does not have 'hands-on' responsibility for the day-to-day life of the school, but does have overall responsibility for its continued existence and quality. A distinction was made during the development of the **Tomorrow's Schools** framework between the board's role of 'governance', and the 'management' roles of principal and staff. However, it will become apparent from the findings in this and subsequent chapters that the administrative demands of decentralization have exceeded the capacity of school staff to do all the operational work of a school; hence in practice the distinction is less useful than it appears in theory.

All but a few of the school trustees who responded to the survey had specific responsibilities or jobs to do for their board (Figure 2.a).

Figure 2.a

Trustees' Responsibilities by Gender



Other responsibilities mentioned were fundraising, policywriting, Maori liaison, liaison with Pacific Island communities, industrial relations, library, board representative at local School Trustees Association meetings, and curriculum.

There were significantly more male than female trustees with chairperson and property maintenance responsibilities, and vice versa for the responsibilities of secretary and liaison with the PTA/school council.

Workload

While two-fifths of the trustees were responsible for only a single aspect of their board's work, just over half had more than one area of responsibility. Twenty-three percent had two areas of responsibility, 17% three, and a further 14% four to nine. It is unlikely that they had sole responsibility for every area; but sole responsibility is not desirable in an elected body's policymaking role. The fact that many trustees had two or more jobs on their board probably had a bearing on the time they gave to their schools. It also indicates that boards' overall workloads are perhaps larger than estimated by those who thought of school boards as akin to boards of directors from the business world.

The only variations in workload associated with school characteristics came at the level of those who had three areas of responsibility on their board. The proportion of Maori trustees in the survey was significantly higher here than that of their Pakeha/European colleagues, as was the proportion of trustees from intermediate schools in comparison to those from primary schools.

The majority of trustees belonged to boards who met once a month, as they are required to do; but boards at 11% of the schools in the survey met twice a month, and 3% had even more frequent meetings. More trustees from intermediate schools reported meeting twice a month than those from primary schools.

Table 2.1

Average Hours per Week on Trustee Work

Hours	1989 % (N=334)	1990 % (N=310)
Less than 2 hours	29	29
2 - 5 hours	49	46
6 - 10 hours	16	14
10 hours or more	7	5

The only school characteristic to play a part in the amount of time that trustees gave their schools was location: 21% of trustees in urban schools worked 6 - 10 hours, compared with 6% in small towns and 10% in rural areas. Trustee responsibilities on their boards also had a bearing at both the lowest and highest ends of the range: while few chairpersons and treasurers put in less than 2 hours a week, a third of those with property and maintenance responsibilities did, as did a quarter of the secretaries; 13% of chairpersons and 10% of treasurers put in more than 10 hours a week, compared to 2% of secretaries, and 5% of those with property and maintenance tasks.

Use of an Education Service Centre, and the presence or number of co-opted trustees did not appear to be related to trustee hours of work, including those of chairpersons, secretaries, treasurers, and those responsible for property maintenance and staffing, who could be most directly affected by the work done for boards by Education Service Centres.

It would appear from the lack of any strong relationship between trustee work hours and school, personal or task characteristics (other than the roles of chairperson and treasurer) that the decentralization of administration to schools gave all primary and intermediate schools a fairly uniform set of tasks to perform.

What Trustees Read

There was some association between trustees' reading for their board work, and the hours they put into that work. Two-fifths of those who worked less than 2 hours a week compared to two-thirds of those putting in more hours read at least 3 items of reading coming regularly to boards. The percentage of those who had read 5 or more policy documents rose steadily with hours per week (from 12% for those working less than 2 hours a week, to 63% for those working 10 or more). This does indicate that cutting down the amount of reading, or changes in policy which require trustee reading, could reduce trustee work hours. Trustees were, however, already selective in their reading, as Table 2.2 shows.

Table 2.2

What Trustees Read

Reading	% (n=302)
The School Trustees handbook	79
All correspondence related to area of responsibility	77
Ministry of Education circulars/letters	64
School Trustees Association newsletter	64
Today's Schools (Lough report)	47
All correspondence to the board	40
The Primary Teachers Award	37
Any national syllabus or curriculum guidelines	33
The Education Act	28
The Industrial Relations Act	26
Other circulars/newsletter	25
Tomorrow's Standards (Project ABLE report)	25

NOTE: In all the tables in this chapter, percentages are based upon the total number of trustees responding, N=334 in 1989, and N=310 in 1990; numbers replying to a particular question are indicated as above (n=302), but the percentages are still based on the total N.

The comparatively low proportions of trustees who had read policy documents which affect their work and the environment in which they have to operate provides cause for thought.

Role on the Board did not affect what was read, apart from lower figures for treasurers both overall (an average of 28% for the 7 policy items asked about compared with a range of 37% - 53% for other trustees), for the Primary Teachers Award (14%) and the Industrial Relations Act (12%). This lower level may reflect the high regular demands which are part of a treasurer's responsibilities compared to the often more intermittent demands on other areas of board work.

More women than men had read the report on assessment policy, *Tomorrow's Standards*. The opposite was true for the Industrial Relations Act, perhaps because more of the male trustees were in the paid workforce.

Co-opted Trustees

Each Board may co-opt up to five members to complement its elected parent and staff representatives; trustees who resign may also be replaced by co-option. Seven percent of the trustees who responded to the survey were co-opted. Only 27% of the trustees (representing 62 schools) reported that their boards had not co-opted others to help them with their task. Thirty-five percent came from boards which had enlisted only one other person (representing 74 schools); another 31% from boards with two to three (72 schools), and 5% from boards with four to five co-opted trustees (14 schools).

Size, location and proportion of Maori enrolment played a part in whether boards had co-opted further help. No use of co-option decreased as school size rose, and was more prevalent in rural schools than small town and urban schools, and in schools with low or very low Maori enrolment.

The main change between 1989 and 1990 responses on the responsibilities held by co-opted trustees, as shown in Table 2.3 below (based on trustee rather than school numbers), is that there appears to be less co-option of treasurers. This is likely to be linked to the item that headed trustee views of their board's achievements during the year, putting the financial system in place.

Other responsibilities of co-opted trustees included chairperson, special needs, board training, fundraising, equal employment opportunities, policy, and proprietors' representative. Trustees from intermediates reported more co-option for the responsibilities of Maori liaison, charter development, and equal employment opportunities than did those from primary schools. Trustees from rural schools reported significantly fewer co-options onto their boards for the tasks of Maori liaison, liaison with other ethnic groups, secretary, charter development, and community consultation in comparison to those from urban and small town schools. Those from schools with very low Maori enrolment reported less co-option for the tasks of Maori liaison and liaison with other ethnic groups than those with higher Maori enrolment.

Table 2.3
Co-opted Trustees' Responsibilities

Responsibilities	1989 % (n=267)	1990 % (n=215)
Maori liaison	14	19
Property/maintenance	11	16
Secretary	18	16
Treasurer	26	14
Liaison with PTA/ Home and School Association/School Council	<3	9
Community consultation	<3	8
Charter	11	8
Liaison with ethnic communities	6	6
Staffing	<3	5

Most of the trustees who had co-opted colleagues said all their board's co-opted members were also parents of children at the school. This dropped significantly for those from integrated schools, whose proprietors are allowed up to 4 representatives on a board. Another 19%, from 46 schools, said one of their co-opted colleagues was not a parent; the corresponding figure for schools of high Maori enrolment was a substantial 34%. A further 3% of trustees, representing 9 schools, mostly integrated, said that 2-3 of their co-opted members were non-parents.

The comparatively low use of co-option to bring people who were not parents onto a board is interesting in the light of the view expressed in some quarters that trustee nominations for election should be open to non-parents. Note that co-option allows non-parents onto boards already, and if they have not been brought onto boards in large numbers, then the indication is that a lot of boards have confidence in their competence to do the work, or can find any skills and knowledge existing amongst school parents.

Turnover of Trustees

Just over half the trustees who responded (53%) said there had been resignations from their board in the previous year. This accounted for 119 schools of the 202 represented in responses (59%). More trustees from schools with low or very low Maori enrolment reported no resignations at their school compared with others. The number of resignations per board was not asked.

Table 2.4

Trustees' Perceptions of Reasons for Resignations of Colleagues

Perceived Reason for Resignation	%
Job transfer	26
Job workload	14
Disillusionment	13
Family responsibilities	13
Board workload	8
Other	6

NOTE: Other reasons included personality or issue clashes leading to resignation.

There were two significant links with school characteristics here. Disillusionment occurred more often as the perceived reason amongst trustees in schools with high Maori enrolment than others. And 30 percent of trustees in full primary schools reported job transfers as the reason for resignation compared with 11% in intermediates, and 23% in contributing primary schools.

Fifteen percent of the trustees, representing 42 schools, reported that their boards had not replaced members who had resigned. Co-option was the most popular method of replacement (62 schools in the sample), followed by election (46 schools) and nomination (45 schools). Those from rural schools reported less use of co-option than those elsewhere, and their boards were also less likely than those in major cities to replace departing members. Trustees from schools with very low Maori enrolment were also less likely to replace compared to others, and less likely to elect or co-opt. Size was the other school characteristic to be related to the strategies that boards adopted here, with trustees from schools with rolls less than 100 reporting less use of co-option than others.

3 TRUSTEES' SATISFACTION WITH THEIR WORK

Sources of Satisfaction

Trustees were asked what the most satisfying part of their work was. Seventeen percent gave no answer, comparable to the 18% who left blank the companion question on the most dissatisfying part of the work of a trustee.

Trustees had clearly begun to feel part of their schools with the kinds of satisfactions listed in Table 2.5. They enjoyed the smooth running of their new responsibilities and the new relationships at the school and the fact that the purpose of their work was the benefit of the children served by the school.

Table 2.5

Sources of Trustee Satisfaction with Work

Most satisfying part of work	%
Making decisions about the school	36
Doing things for children	16
Seeing progress/improvements	16
Working as part of a team	10
Contact with parents	7
School remained functioning	7

But, as Table 2.6 shows, the deeper involvement of parents (and others) in the school administration came at the cost of their time. It also brought them a closer awareness of the responsibilities that come with receiving public money - the paperwork, budgeting, and flow of questions, answers and more questions from the Ministry of Education - which were prominent in their list of dissatisfactions. In this case the relationship was irritated by the Ministry's own finding of its feet as it endeavoured to fit its own new role, and as it struggled to provide frameworks for the new tasks of the boards in the extremely tight timeframes set by the previous Government.

Table 2.6

Sources of Trustee Dissatisfaction with Work

Least satisfying part of work	%
Paperwork	22
Workload	16
Dealing with the Ministry of Education or regulations	16
Lack of payment/lack of recognition	9
Conflict/controversy	7
Charter/policy writing	7
Meetings	5

The appearance in this list of dissatisfactions of lack of recognition, and having to deal with conflict point to one inevitable aspect of local decisionmaking. In their perceptions of their contact with parents, satisfaction with parental involvement in the school, and charter and policy consultation, many trustees had the feeling that they had been left alone to keep the school running; that they would hear from parents only if things went wrong. The danger in such a situation is that, understandably, trustees could lose touch with parent views or the need to keep parents sufficiently informed.

Some representative comments on the most satisfying part of their work follow:

> Being part of a team that has a responsibility to run and maintain and improve a very important and strategic community facility.
>
> Working with other parents, for our children.
>
> It is very satisfying to see the school running smoothly.
>
> I certainly enjoy the responsibility of making decisions.
>
> Carrying out tasks which directly affect the learning of children or the successful functioning of the staff.
>
> Arranging a budget which appears to be running true.
>
> Achieving positive results for the children when needed from discussions and opinions of all involved.
>
> Spending time at school - getting to know the children; feeling part of the decisionmaking; learning new skills.
>
> The cumulation of a job well done. Arguing with the other BOT members and all coming to the same conclusion.

And here is a sample of trustees' descriptions of what they find least satisfying:

> Getting home at 11pm after meetings.
>
> How much time is taken up.... it really does stretch time too thin for other areas.
>
> Trying to produce records for the previous year to satisfy the Audit Office, when we do not have the necessary information.
>
> Having to chew through all the paperwork, especially the mail.
>
> Negative criticisms and personal affronts from factions of parents who only speak out in negative ways.
>
> Funding frustrations.

> Constant criticism from partially informed people about decisions and workings of the board.
>
> Being taken for granted by the community and other trustees. Working for no dollar return.
>
> Having things changed all the time, especially after work has been completed.
>
> Reading screeds of often verbose information/instruction which has little relevance.
>
> I find more frustration than satisfaction in that I see teacher and parents working harder than ever - less time in the classroom and not the benefits to the children's education as was planned.

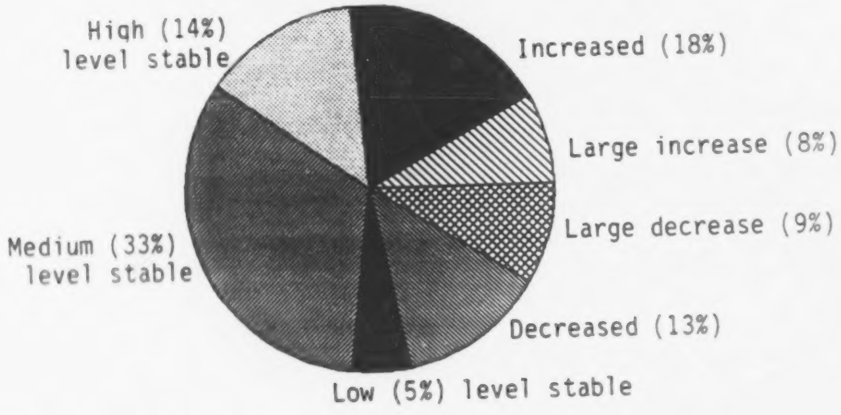
There were only a few significant differences in sources of satisfaction or dissatisfaction related to school and personal characteristics.

Satisfaction arising from seeing progress or improvements was higher for Maori trustees than for their Pakeha/European colleagues, and amongst those trustees working more than 10 hours a week.

A higher proportion of trustees in small towns felt a lack of recognition compared with their urban and rural counterparts - but they felt less dissatisfaction with meetings. Men found more dissatisfaction in dealing with the Ministry of Education or regulations compared with women, and more women were dissatisfied with conflict than men. More Pakeha/European than Maori trustees mentioned paperwork and dealing with the Ministry of Education, or regulations as sources of dissatisfaction. Desire for more recognition rose with the hours worked, from 7% for those working less than two hours a week, to 25% for those working more than ten hours a week.

Figure 2.b

Change in Trustees' Satisfaction with Their Work



Changes in satisfaction over the past year were evenly distributed between increases and decreases. The proportion of those registering high and stable satisfaction is perhaps rather lower than desirable. One wonders to what extent these levels of satisfaction have been maintained since this survey was undertaken, given the subsequent reduction of schools' operating grants, and the major reviews of core educational policies announced on December 17, to be fed into major Budget decisions in July 1991, without the systematic participation of either trustee or teacher representatives.

Trustees from intermediate schools were more likely to describe some increase in satisfaction than their primary school counterparts. Those from rural schools had a significantly lower reporting of a stable and high satisfaction level than their urban colleagues, and those from schools with high Maori enrolment were more likely to describe a substantial decrease in satisfaction over the last year.

What contributes to changes in trustee satisfaction? No clear relationships could be found in the survey answers between trustee satisfaction and aspects which might be thought to be linked: hours worked, board responsibilities, amount or type of reading, or views of the adequacy of their school's funding.

Some illustrative comments on changes to trustee satisfaction over the last year follow:

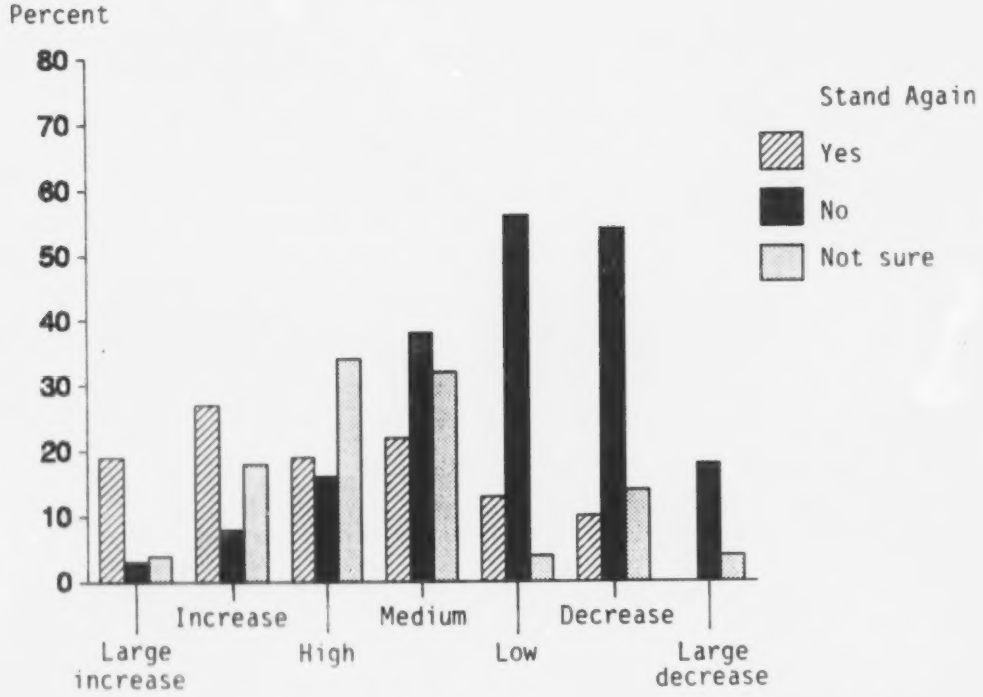
> Has increased as I have got to know the various members of staff and BOT better. Have established good working and friendly relationships.
>
> Initially it was very confusing and no-one including the Ministry seemed to know what we should be doing. But now all is running smoothly.
>
> I feel we are over the worst part.
>
> It's hard demanding work, also very rewarding.
>
> Some areas are extremely rewarding, but these are offset by areas of mundane to frustrating tasks.
>
> Parent support is declining.
>
> At the onset I expected to be making decisions and helping parents get the best education possible for their children but I soon found we were very low paid substitutes for previous Government employees.
>
> I feel frustrated with the financial side - it's still as hard to fundraise continuously in such a small area.
>
> Frustration at cosmetic changes, lack of communication of ideas etc to and from BOT, principal and community.

Trustee Willingness to Stand Again for Election

Changes in trustee levels of satisfaction did, however, have a clear link with willingness to stand for election for another term, as shown in Figure 2.c below. This contrasts with the results of a 1977 study of the school committees which were the predecessors of the boards of trustees, which found no link between satisfaction and willingness to stand again. The major reason for school committee members deciding to stand again was that they would still have children at the school.[2]

Figure 2.c

Trustee Satisfaction in Relation to Willingness to Stand Again if Eligible



Twenty-two of the respondents (7%) did not answer the question 'If eligible, do you intend to stand again as a trustee?'. Of those who answered, presumably the eligible, 27% intended to stand again; a further 30% were unsure, and 36% would not stand again.

A few people made comments here, and the following quotations cover the points they made:

> Because I like the job, I'm interested in what's going on in the schools.

---

[2] Davey, Judith (1977). *One in Five - Women and School Committees*. Society for Research on Women, Wellington branch.

> Most of the hard work is done now! Easier to see where improvements are needed. Now maybe we can concentrate on children's needs.
>
> Being a very small community there are not enough parents to make one term a fair contribution.
>
> I think 3 years is a longish time to make a further commitment. I don't enter commitments easily or break them easily. I think we should have had staggered times so to increase the chance of continuity.
>
> I am learning new skills, and it's a pity not to use them when developed, but the amount of time and energy it deprives my family of is high. I have a supportive and tolerant family!

What factors other than satisfaction with the role were associated with a willingness to continue as trustee? There were no clear answers from the survey material - no strong relationships with personal or school characteristics; nor with board role, training received, amount or kind of reading, hours of work, perceptions of the school's funding, difficulties faced by the board, or issues confronting it. This may indicate that it is the wider political environment in which boards operate, or, by contrast, the particular dynamics of individual schools and boards, which count for trustees.

4 TRAINING

Decisions on their own training needs and the source of that training rest with individual boards, and are now paid for from the school's operational grant. Three-fifths of the trustees who responded said they had some training/advice for their work as trustee over the past year, the same proportion as in the 1989 survey. Significantly fewer Maori trustees than Pakeha/European had received training or advice.

Two-thirds of the trustees who had received training said this had cost money, with boards paying for most of it. The boards of schools in urban areas and small towns had paid for more of their training. However, 13% had not been paid for by their boards. Most of the training/advice was received by trustees individually, with only 22% of those who had had training/advice reporting that their whole board had participated (this represents 41 schools out of the 200 in the responses). This low proportion of boards receiving training as a whole might indicate that roles on the board were coming to be perceived as specialist positions, or that some trustees were more confident in their roles than others.

Almost a third of the trustees who received training/advice had received it from one source only; a quarter each from two and three sources, with 16% using four or five sources, and 5% more.

Almost three-quarters were satisfied with the training/advice they had received, with no differences related to the source of the training.

Table 2.7

Sources of Trustees' Training

Sources	1989 % (n=200)	1990 % (n=191)
Ministry of Education	-	22
College of Education	25	19
Advisory service	-	18
Cluster group	13	16
School Trustees Association	6	15
Education Service Centre	-	14
Principal/staff	4	13
Private firm	8	8
Personal family/friend/whanau	-	5
Interest group	-	4

NOTE: The 1989 question was open-ended, and the categories marked with a dash did not appear in trustee responses.

Representative quotations from the 23 trustees who made comments follow:

> The only pity was it came too late.
>
> Another's point of view, especially an outsider's, is often helpful.
>
> A mixed bag, some good, some pretty dull.
>
> As the year has progressed the quality and focus of courses have been more accurate and relevant - rifle shot not shotgun.
>
> Practical application will uncover areas of weakness.

Board role was linked to training/advice received, particularly for those undertaking the 'routine' responsibilities of board operations. Chairpersons and treasurers had had much more on accounts/financial management than others; trustees responsible for school property and maintenance less than others on specific curriculum areas; and treasurers and secretaries had a much lower rate of participation in the areas of consultation and conflict resolution.

Table 2.8

Training Received by Trustees

Training	% (n=193)
Accounts/financial management	30
Community consultation	23
Equal employment opportunities	23
Treaty of Waitangi	22
Industrial relations	16
Making appointments	15
Conflict resolution	14
Meeting procedure	14
Staff assessment	14
Curriculum area	8
Special needs children	5
Interpersonal skills	5
Multiculturalism	5

NOTE: A few trustees had also received training/advice on property maintenance.

Other personal characteristics did not play a part here; nor did school characteristics apart from odd pockets of difference, such as a significantly lower rate of training/advice on Treaty of Waitangi issues for trustees from schools with very low Maori enrolment, and a significantly higher rate for the area of community consultation for those from rural schools compared to those from schools in major urban areas.

Most trustees received training/advice on more than one area of their work. Trustees with responsibility for the training of their board received slightly more training themselves than most of their colleagues. This may indicate that boards were endeavouring to do some of their own training in-house.

Figure 2.d

Total Training Areas Covered by Trustees

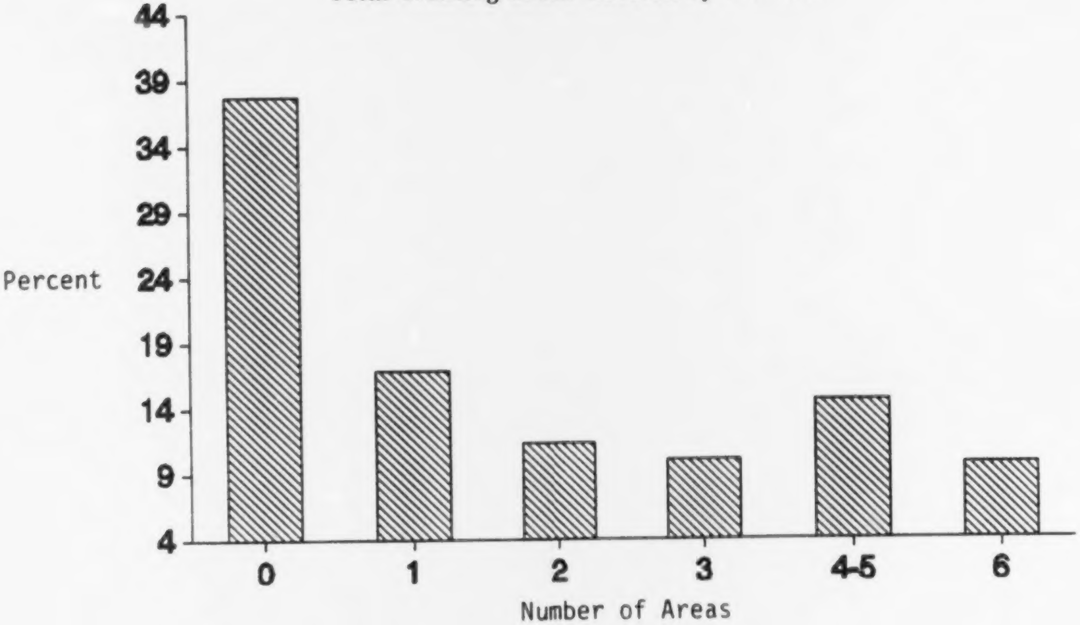


Table 2.9

Training Areas of Interest to Trustees

Interest	% (n=156)
Staff assessment	21
Community consultation	13
Conflict resolution	13
Curriculum area	13
Interpersonal skills	11
Industrial relations	10
Treaty of Waitangi	10
Accounts/financial management	10
Making appointments	10
Special needs children	10
Multiculturalism	9
Meeting procedure	7
Equal employment opportunities	5
Other	6

Two-fifths of the trustees in the survey said they would like more training. Commensurate with the fact that most have more than one responsibility on the board, and with the joint responsibility of board members for its decisionmaking, most of these also want to cover more than one area of board work, with 19% ticking two subjects, 17% each ticking three and four/five, and a further 13% wanting to cover six or more. As measured by the average percentage of those ticking the 14 areas asked about, trustees from intermediate schools have a higher interest in training than their primary school colleagues have.

Advice on policy development, a sense that the time for formal training was at an end, and, a little differently, a desire for continuing follow-up were the main themes of the 20 trustees who commented here.

Use of Education Service Centres

Some assets from the former Education Boards were transferred, not without controversy, to a set of privately owned Education Service Centres to provide boards with some of the services previously performed by the Education Boards. It was up to individual boards to decide whether they would use their operational grant to buy any of these services. Most of the centres offered discounts if boards took a package of services rather than just one or two.

Sixty-seven of the schools represented by trustees in the sample were not using a service centre. Eighty-one schools had formal contracts, and the rest used their local centre for specific jobs only. Just under a quarter of the trustees reported using the Education Service Centre for only one area of work; 23% for two, 13% for three and 5% for more.

About half of the 22 comments here gave reasons why the trustee's board had decided against using an Education Service Centre. The main reason was cost, coupled with the ready and cost-free availability of people with the appropriate skills either already on the board or in the local community.

Table 2.10

Services Boards Receive from Education Service Centres

Service	% (n=200)
Accounts	41
Payroll	37
Property and Maintenance	28
Bulk purchasing	16
Staff appointments	4

Just over three-fifths of the trustees using them said they were satisfied with the work of their Education Service Centre. Those who weren't satisfied were asked to give the reasons why. The main reasons were slowness, which in one case affected a school's credit rating, inaccuracies in payroll, and presentation of accounts in a form which was not acceptable to school auditors or treasurer.

5 CONTACT WITH PARENTS, CONSULTATION, AND PARENT INVOLVEMENT IN THE SCHOOL

Contact with Parents

There has been little change since the 1989 survey in the overall pattern of trustees' contact with the people they represent on the school board. Individual contact is still more prevalent than groups of parents getting together with trustees, or group discussions. Parent interest in coming to board meetings remains much the same also.

Table 2.11

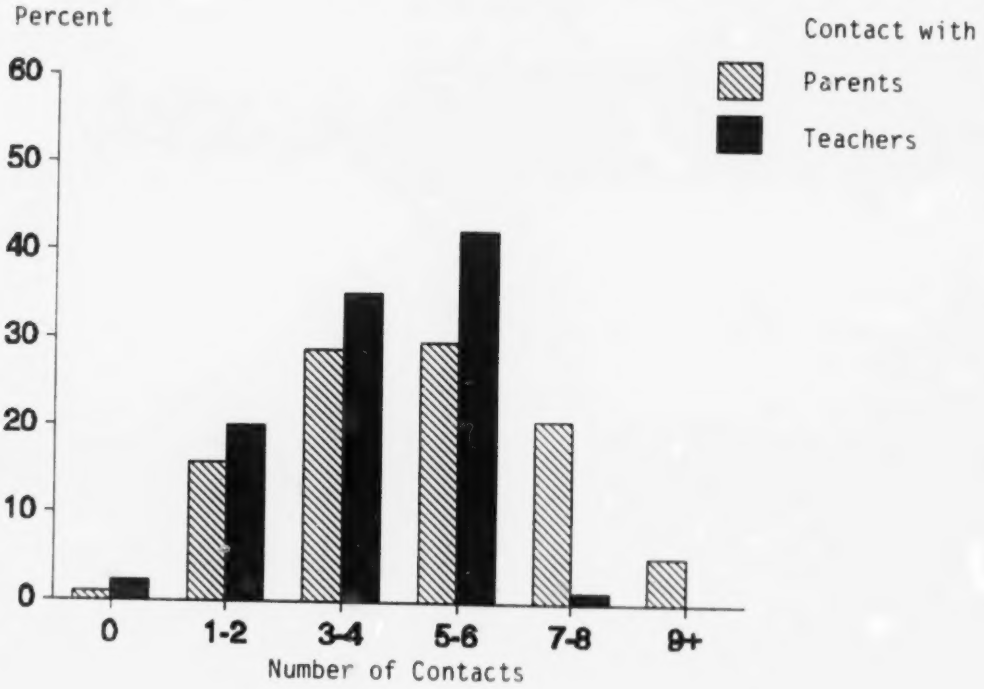
Trustees' Contact with Parents at their School

Contact	1989 %	1990 %
Informal discussion with parents who are friends	93	81
Work with parents to develop charter	74	59
Work with parents to develop school policy	n/a	52
Talk to individual parents unknown to trustee	51	51
Individual parents contact trustee on matters of school policy	55	51
Trustee contacts individual parents known to trustee to seek their views	53	42
Parents come to board meetings	42	42
Trustee attends meetings of PTA/Home & School Association/School Council	36	33
Individual parents contact trustee concerning their children	25	30
Trustee contacts unknown individual parents	22	16
Groups of parents contact trustee on matters of school policy	11	10
No direct contact with parents	3	1

School type was the only school characteristic to have a bearing on the kind of contact trustees had with parents. Trustees from intermediate schools had less contact with parents than their primary school colleagues through parental attendance at board meetings, working to develop school policies, and in informal discussions with parents who were also friends.

Figure 2.e

Total Contacts of Individual Trustees with Parents and Teachers



Two-thirds of the trustees in the survey were satisfied with their level of contact with parents. School type, size and location were the school characterisitics that were relevant here. Fewer trustees from intermediate schools expressed satisfaction, compared to those from primary schools. Satisfaction with the level of parent contact declined as school size rose (from 88% for trustees in schools with rolls of less than 35 to 56% for those in schools with rolls over 300). With regard to location, rural trustees expressed more satisfaction than their small town or urban colleagues did.

Eighty-nine of the trustees commented on their contact with parents. Main themes were parent apathy, a desire for more meaningful contact, and a feeling that parents were leaving the board to do the work at the school.

Consultation

Most trustees reported that their boards had used at least two methods of consultation during their development of the school's charter. Forty-five percent used two methods, 24% three, and a further 12% between four and seven. The most popular methods were public meetings and written questionnaires to parents.

Table 2.12

Methods of Community Consultation Used During the Charter Development Process

Method	% (n=296)
Public meeting(s) at school	82
Written questionnaire	68
Public meeting(s) in community	19
Home/cottage meetings	18
Phone survey(s)	17
A major hui	6

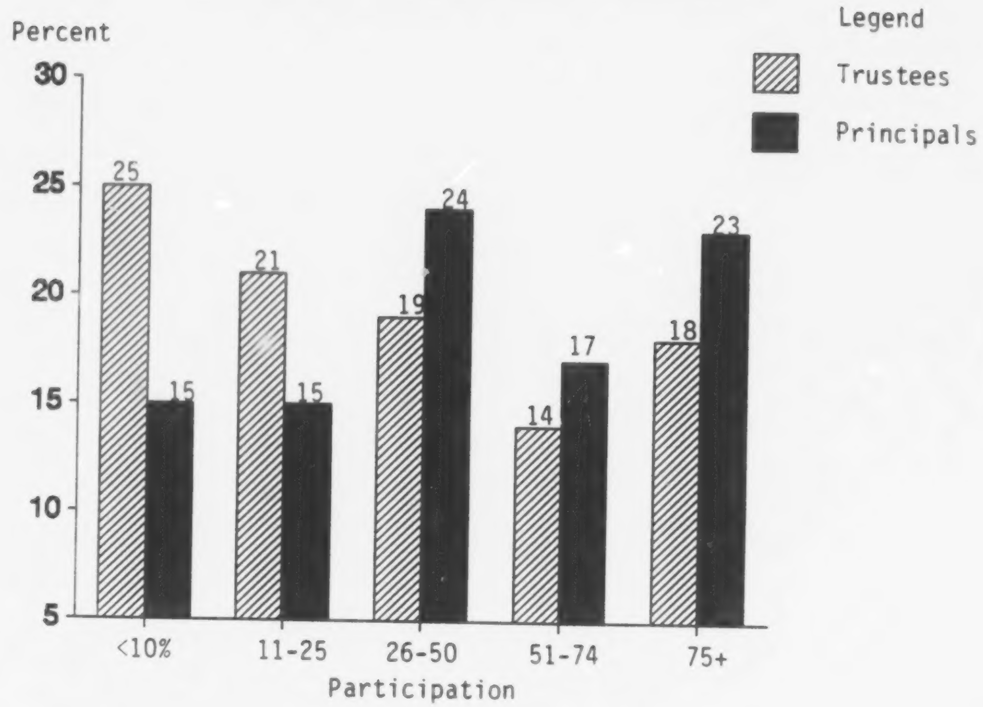
Only a few schools with very low Maori enrolment used a major hui as a means of consultation.

There was an inverse relationship between school size and parent participation in the consultation: the smaller the school, the more likely this was to involve more than half the parents.

Two-thirds of the trustees who responded thought their school's method(s) of consultation had been successful, with a fifth unsure. Trustees' judgement that the method(s) used by their school were successful was directly linked to the percentage of parents participating, rising from 47% for those with parent participation beneath 10% to 93% for those from schools where three-quarters or more of the parents had taken part. Trustees from intermediates, where parent participation was lower, were more likely than those from primary schools to feel that their school's consultation had not succeeded.

Figure 2.f

Parent Participation in Community Consultation



However, there were no significant relationships between particular methods of consultation and parental participation in charter consultation or trustees' views that their board's consultation had been successful. There was, however, some relationship between the latter and views of one particular effect their school's charter would have on the school: the higher the community participation, the less likelihood that trustees would note an expectation of more equitable education arising from the charter. This may be because there was greater parent participation in more homogeneous communities, in which matters of equity do not assume the visibility or import they do in others.

Consultation with Maori Community

Responsibilities of the partnership inherent in the Treaty of Waitangi were included in the framework in which boards would operate, particularly in the development of the school charter and associated policies. The two most popular forms of consultation here were ongoing discussion with the local Maori community, and individual trustees' discussions with individual Maori parents, each reported by a third of the trustees. Half of those who had ongoing discussion with the Maori community had also asked Maori parents as a group to develop policy, and half had left policy development to individual discussions between board member(s) and Maori parents. A third of the trustees said there had been no board consultation with the Maori community; 19% said this was because they had no or very few Maori pupils, indicating a perception that consultation was only necessary or possible if there was a Maori presence in schools. The next table shows the topics of trustee consultation with their school's Maori community.

Table 2.13

Trustee Consultations with Maori Community by Topic and Maori Enrolment

Topic of Consultation	Maori Enrolment Very low %	 Low %	 Moderate %	 High %
Maori Education policy	18	47	50	47
Maori Education funding	15	31	37	38
Treaty of Waitangi	23	36	44	55
All issues	24	28	22	28
Discipline	0	3	2	17

Other topics were appointments, Maori language programmes, bilingual units, and local curriculum subjects, such as local Maori history.

As one might expect from the above, the amount of consultation was related to the proportion of Maori enrolment in a school. Consultation with people beyond the board was only slightly higher for schools with high Maori enrolment than others. However, this is likely to be related to a higher proportion of Maori on these boards, given that in this survey 26% of the trustees for these schools were Maori, compared to 6% belonging to boards in other schools. It may well be that Maori trustees were still in the minority on the boards of these schools also.

The characteristics of school size, location and type are related to the proportion of Maori enrolment, and this was reflected in higher rates of consultation and entrusting Maori to develop appropriate policy reported by trustees from intermediate schools, urban and small town schools, and those with rolls over 35. Forty-four people made comments here, varying from further detail on their consultation to expressions of satisfaction or frustration.

Interestingly, trustee judgements that their board's methods of consultation with the Maori community had been successful were not related to school characteristics.

Views of their School's Charter

The original timetable envisaged that work on charters would begin as boards started in May 1989, and be complete by the end of the year. That proved to be an ambitious timeframe given the new nature of the undertaking, the onus to consult with the school community, and the need for trustees to gain an understanding of what was needed. Additionally, there was some Ministry modification of the initial guidelines, and a flood of material from the Ministry and other institutions and groups on areas which they thought needed to be addressed by the charters. The guidelines, which attempted to strike a balance between national commonality and local individuality seemed to some trustees in the survey to allow too little scope for their ambitions to design their own document, and to others, too much.

Very few schools had completed their charters by the original finishing date, and most were reluctant to sign their charters until they could see how adequate their operational grant was going to be. There was further disquiet amongst boards when the original partnership described in the charter preamble was diluted by the Ministry's legal section. The intent of the original preamble was subsequently restored after protest from trustees and the teacher unions.

Schools took their own time in developing their charters, and with concerns over adequate financing and money for property maintenance and refitting, it often dropped in the priority order of boards' workloads.

By the time of this survey, most of the work on school charters appeared to have been done. Half the trustees (representing 118 schools) reported that their school's charter had been approved by the Ministry, a further 23% (62 schools) that the charter was with the Ministry waiting for approval, and 10% (28 schools) that their charter had been sent back for further work. The charter was still in draft form at only 13 schools.

Two-thirds of the trustees reported themselves pleased with their school's charter. This is an important finding in view of both earlier criticisms of the framework, and some widely reported opposition to its equity aspects. It appears that this opposition is not widely shared.

Eleven percent would like to see more work on the charter of their school to allow it to properly reflect its character and aims, and 4% thought it needed more community consultation. A fifth felt that it had been an unnecessary exercise, or that it would not be used. Reasons for this pessimism are perhaps because the Education Review Office was substantially pruned after the Lough report. Additionally, the Government changed at the time of the survey, and the new Minister of Education suggested that schools could excise the equity components of their charters.

There are some gender and ethnic differences associated with the various views expressed here. Pakeha/European trustees were more likely than Maori trustees to take the view that the charter was not necessary or would not be used than Maori, as were male trustees compared to female. More Maori trustees wanted increased community consultation on their school's charter compared with Pakeha/European. The proportion of intermediate school trustees who wanted more community consultation on the charter was also much higher than amongst those in primary schools, perhaps reflecting the lower rate of parent participation in consultation for the charter at intermediate schools.

Table 2.14

Trustees' View of the Effect Their Charter Will Have on Their School in the Next Few Years

Views	% (n=301)
None - school is already doing what is set out in charter	65
Will provide more equitable education	17
Will result in more parent participation	16
Will result in changes to the school's administration	12
Will result in changes to the curriculum	10
Will increase school's roll	4
Other	9
None - won't be important to funding and reviewing agencies	6

The 1989 NZCER survey found little trustee or parental interest in making curriculum changes in their schools, and this appears to be reflected in the 1990 results. Charters have not, on the whole, been used as vehicles to shape a new direction for schools. There are hopes expressed here of a more equitable education, and an acknowledgement that the new structure is increasing the involvement of parents.

School characteristics other than percentage of Maori enrolment did not appear to make a difference to these views, although trustees at intermediate schools were less likely to feel there would be increases in parent participation than were those in primary schools.

One intention of the reforms was to address educational disadvantage associated with ethnic and socioeconomic group membership, and to help schools to better meet the needs of Maori pupils particularly. Numerous reports over the years have agreed that home and school needed to be brought closer together to this end. In this respect, it is encouraging that it is the trustees at schools with high Maori enrolment who have the greatest expectation of change arising from their charters. Only two-fifths of these trustees believed there would be no effects from the charters, a fifth foresaw changes in their curriculum, and 28% saw more parent participation. Twenty-one percent believed that the charter would provide more equitable education for the school's children, compared with 13% of trustees at schools with low Maori enrolment.

While expectation of change rose slightly with the percentage of Maori enrolment, there were significant differences between schools with high Maori enrolment and others. This accords with Maori analyses of the difficulties of parent participation and of making major changes in schools which are predominantly European/Pakeha. It also underlines the appropriateness of the present policy of directing funding for Maori education to schools with substantial Maori enrolment.

Parent Involvement in Policy Development

In the **Tomorrow's Schools** model the development of more detailed policies for school life and operations was to follow the writing of a school's charter. Three fifths of the trustees said their school was part of the way in its policy development and 11% said that they had just started. Four percent belonged to boards which had already completed their policywriting, and another 18% reported they were near completion.

Involvement of parents was much the same in the three different areas asked about, curriculum (100 schools), equity issues (96 schools), and playground behaviour (89 schools). Trustees were not asked to comment on the number of parents involved, or the way in which they were involved. Trustees from intermediate schools noted less parent involvement in all three policy areas compared to their primary counterparts, and those from rural schools reported higher involvement of parents in curriculum and equity matters than those from urban schools.

Forty-six percent of the trustees were satisfied with the level of parental involvement in developing their school's policies, 13% were unsure, and 38% were not satisfied. There was no clear link between parent involvement in the three areas asked about, and trustees' satisfaction with that involvement. While rural trustees were more satisfied than their urban colleagues, trustees from intermediate schools had similar levels of satisfaction to those from primary schools; and though parent involvement was no higher in schools of rolls less than 35, trustees from these schools were more satisfied than those from larger schools.

Fifteen percent of the trustees felt that parents were not interested in developing policies. Others noted methods of including parents that included working groups and simply circulating draft policies after the Board had worked on them.

Below are some of the reflections of the people who commented here:

> It's the same 10% attending all meetings - it would be great to have a response from other community members.
>
> Our sub-committees are developing our policies which are ratified by the board and recommended to parents by newsletters.
>
> Within time constraints it is as much as can be expected.
>
> There is considerable apathy following the completion of the charter.
>
> I think all policies are initial policies and will be subject to constant review. We have gathered a great deal of information from consultations and it is reflected in the policies.

Parent Interest and Involvement

To gauge some indication of parental interest in the work of their school boards, trustees were asked the number of parents who had attended their Annual General Meeting in mid-year 1990. Just over a quarter of the schools represented by the trustees responding had had no parents at all at their AGM. Attendance was evenly spread amongst other schools between 1 and 20 parents. No AGM attracted more than 50 parents.

School size was not by itself related to the number of parents attending, though more trustees from intermediates reported nil attendance than those from primary schools, and none of the intermediate trustees responding had had more than 10 parents at their AGM, compared to 27% from primary schools.

It may be that AGM attendance is not a good guide to parental interest, given that the parental views expressed in this survey do not indicate apathy. But it is also likely that interest in the form of AGM attendance stems from the existence of major issues needing resolution, or controversy. If parents at a school are kept well informed by their boards, lack of parental attendance at AGMs, though arousing a sense of neglect in trustees on the night, might well indicate parental satisfaction with what is happening at the school, and continued trust in their chosen representatives.

Twenty-nine percent of the trustees in the survey said that parent involvement had further increased since November 1989, when the changes were already under way. Nonetheless, only 48% of the trustees who responded to this survey thought that the present amount of parent involvement in their school was satisfactory. Nine percent were unsure, and 43% were dissatisfied. General involvement and parental participation in policymaking, consultation or meetings was sought by 16% of the trustees. Eight percent would like more parental help in the classroom, 6% in working bees, 5% in fundraising, 4% in sports or class trips, and 2% with Maori culture and the PTA.

6 RELATIONS WITHIN THE SCHOOL

The quality of relationships between those who are variously responsible for the smooth running and quality of a school is crucial to successful local management of schools. It is therefore heartening that relatively few trustees were reporting the existence of problems, or even simply 'satisfactory' relationships. Only five trustees reported simultaneous problems within the board and with principal and staff. The themes of partnership and cooperation expressed in the policy documents of the **Tomorrow's Schools** reforms from the initial ideas of the Picot review team through to the implementation details provided by the working parties involving people with current school experience appear to have been realised at school level.

Relationships with the school's principal have changed since November 1989 for 30% of the trustees. Half of these reported changes stemming from the appointment of a new principal. Fifteen percent reported changes in their relation with school staff, 7% saying it had improved (with 5% mentioning changes of staff or principal). Another 15% had had changes in their relationships with the other trustees on the board, mainly improvements due to becoming more united, better sharing of workload or better communication.

Table 2.15

Trustees' Views of their Board's Relationship with Principal, School Staff, and Itself

Relationship	Principal %	School Staff %	Itself %
Excellent - very good	63	54	58
Good	21	35	27
Satisfactory	7	7	7
Major problems	4	0	1
Minor problems	9	5	7

Changes in board-principal and board-staff relationships may indicate that devolving teacher appointments to the school has worked well as far as smoothness of relationships is concerned. But they also emphasize the effect personalities and values can have at the school level.

The Appointment Process

Table 2.16

Trustees' Views on Board's Involvement in Making Appointments at the School

Method	Senior appointments %	Other appointments %
Board acts on recommendation of Board sub-group including principal	61	48
Board acts on principal's recommendation	19	33
Board sub-group has authority to decide	4	4

Several trustees noted the use of outside people in making appointments, such as other principals (particularly in appointing the principal), and people from the Catholic Education Boards.

Use of the principal's recommendation on senior appointments to the full board was reported more by trustees from rural than urban schools, and increased with the percentage of Maori enrolment.

In most cases (at 180 of the schools represented by trustees in the survey), parents were informed of appointments made at the school through notices in school newsletters. The reasons for appointment were also available to interested parents at 53 schools. One trustee noted an innovative way of announcing an appointment:

> We usually have a "cook up" - cook lunch for the whole school and invite parents, grandparents etc; and include and introduce the new staff member.

Most of the trustees were satisfied with their Board's appointments procedure; 5% were unsure, and 5% were not satisfied. Though their procedures were similar to other schools, there was a higher rate of dissatisfaction amongst intermediate school trustees than primary school trustees. Maori trustees in the survey also had a higher level of dissatisfaction than Pakeha/European. The main themes highlighted by the trustees who commented here were a desire to ensure that equal employment opportunities were a reality, and a desire for all board members to be involved in the decisions.

Trustees' Contact with Teachers

Trustees' contact with their school teachers other than the principal was much the same as it was in 1989 (Table 2.17).

Table 2.17

Trustees' Contact with School's Teachers

Contact	1989 %	1990 %
Social functions	75	84
School working bees/fundraising events	75	75
Individual discussions out of school hours	63	62
Individual discussions during school hours	55	62
Participate in working groups on school policies	n/a	55
Participate in working groups on the school charter	57	50
No direct contact	3	1

Eighty-three percent of the trustees responding to the 1990 survey were satisfied with their level of contact with school staff, 3% were unsure, and 14% were not satisfied. More Maori trustees than Pakeha/European were unsatisfied, as were trustees from intermediate schools compared to their primary school colleagues. Satisfaction with the contact with school staff was also related to school size, decreasing in regular steps from 98% satisfaction for trustees from schools with rolls under 35 to 67% in schools with rolls over 300. Rural trustees had correspondingly high levels of satisfaction (95%) compared to those from small towns (74%) and major cities (70%).

7 FUNDING

Each board took responsibility in January 1990 for budgeting and spending its operational grant for the year. In 1989, boards spent much time assembling budgets, a matter causing some difficulty given the lack of historic information available on the running costs of each school. Initial Department of Education Implementation Unit assessments for a sample of schools were met with some incredulity from boards, who warned that they could not operate on such figures. The amended operational grants were seen as more realistic. The grant provides for individual running costs associated with the school plant, plus per capita provision for books and ancillary staffing, with special needs and equity funding also available to schools which meet the criteria.

Table 2.18

Areas of School in Which Lack of Funding has Caused Cutbacks

Areas	% (n=91)
Property and maintenance	16
Classroom resources	12
Ancillary staff	8
Special needs	8
Staff development	8
Administration	8
Trustee training	7
Implementation of new school policies	5
Other	5

NOTE: The 91 trustees responding to this question came from 84 schools.

Just over half the trustees in the survey said the school's funding was clear to them; another 40% described themselves as still learning about it. Four percent said it was not clear.

Around two fifths of the trustees said the funding the school had received in 1990 was enough to meet their school's needs. Thirty-six percent felt it was too soon to tell, or were unsure. Just over a fifth felt it had not been enough. School size and location were not associated with any differences amongst the responses. Trustees from intermediate schools were more likely to feel their school's funding had not been enough. Indeed, intermediate trustees reported a higher average level of cutting back over the nine areas asked about (Table 2.18) than did those in primary schools. More trustees in schools with high Maori enrolment were not satisfied, compared to others. The average level of cutback in such schools was correspondingly higher than in others; 20% compared with an average 7%.

Trustees were not asked how large the cutback had been. Few trustees reported cutbacks 'across the board', indicating that boards were responding selectively to budget problems rather than making general cuts.

The comparatively small number of trustees reporting cuts in the implementation of new school policies might be seen as congruent with the enhanced sense of 'ownership' that some thought would be gained from decentralization. However, it seems more likely that it relates to the fact that most schools were not, at this stage, making shifts in direction which required new policies.

Forty-six percent of the trustees said their schools had increased their fundraising efforts. Just over half of these said their school had made more money than the previous year. There was no clear link here with any of the school characteristics other than size: the smallest schools apparently found it harder to increase the money they raised than did others.

One of the unresolved issues of the changes to education administration has been the question of whether boards should also receive and be responsible for a salaries grant to cover teaching staff. While principals and teachers have mainly been opposed to this, the views of school trustees had not hitherto been canvassed. The answers of the trustees in this survey to the question, 'Do you think money for teaching staff should come within your bulk grant for you to allocate and pay?' reveal that they too were opposed to such a move. Seventy-nine percent did not want it; 11% were unsure, and only 9% were in favour.

Reasons for not wanting to extend the present scope of individual school funding ranged from pragmatic concerns about the necessary mechanics, such as additions to workloads, and likely negative effects on relationships at the school, to considerations of the chief side-effect of extending bulk funding, which is the ability (or, as some fear, need) to augment government funding with whatever money schools can raise locally. These reasons are given in more detail in the next table.

Table 2.19

Trustees' Reasons for not Introducing Full Bulk Funding

Reason	% (n=206)
Workload already big enough	27
Government's responsibility, not trustees'	17
We are amateurs/part timers	17
Negative effects on our relationship with staff	13
Will increase inequity between schools	12

Maori trustees commented more frequently on the likelihood of increased inequity between schools than did their Pakeha/European colleagues, as did those in schools with rolls over 300. Those in the smallest schools were more concerned than others about negative effects on their relationship with school staff. More women than men thought their existing workload was already big enough, as did more Pakeha/European than Maori. Dissatisfaction with workload was also related to opposition to taking full financial responsibility for the school.

A representative sample of comments follows:

> I can think of nothing more divisive than a BOT having power over teachers' salaries.
>
> We are a rural community that has had a kick in the guts. I've been living on $6000 a year for a while. I would prefer to have the teacher's salary fixed outside.
>
> We have quite enough to do.
>
> Too complicated, too much opportunity for counterproductive staff engineering, too much to do already - I will resign immediately this occurs.
>
> I can see it creating a lot of ill feeling and conflict: board members definitely do not need this responsibility.
>
> Because the expertise is simply not there and the pressure of yet more responsibility is just not fair to BOT members.
>
> Teachers should be paid by the Ministry to keep the professional status as it is.
>
> This just puts an extra burden and responsibility onto the board when it is the Government's responsibility.

> It's a specialised area which will require more staff to administer.
>
> Principals and boards are still sorting out the onslaught of Tomorrow's Schools - this would just increase working loads - and perhaps other areas may be negated.
>
> Better handled centrally for greater equity between schools and greater efficiency.

Reasons given by 24 trustees for supporting or being unsure whether to support the extension of bulk funding were mainly belief in the abstract principle of school autonomy or desires to increase staffing at the trustee's school (partly to decrease class size), or reward staff differentially. In fact, it is possible for schools now to make individual submissions to the Minister of Education for permission to use some of their operational grant to employ extra staffing. Only a few schools have done this.

There was no relationship between school and personal characteristics[2] and support for full financial responsibility, nor with other questions asked which might have been thought to influence views here, such as views of adequacy of funding for the school, or use of an Education Service Centre.

> There is considerable extra work involved, but it would be good to have a little more flexibility on staffing (eg to be able to use general funds to "round up" a staffing entitlement to the next integer and thereby reduce class sizes.
>
> Because the original sales pitch was for us to manage/administer our own school.

8 ACHIEVEMENTS, OBSTACLES AND ISSUES

The next figure shows how trustees felt they had managed over the past year.

The proportion of trustees who described their boards as simply coping or struggling is not surprising given the workload of boards in the past year. There were some associations with school characteristics here. Confidence appeared to grow with urban location and school size, and decrease as Maori enrolment grew.

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[2] Although Federated Farmers has recently come out in favour of extending bulk funding, the percentage of farmers in this survey who wanted it was no greater than the average for other occupational groups.

Figure 2.g
Trustees' Views of How Their Board has Fared in 1990

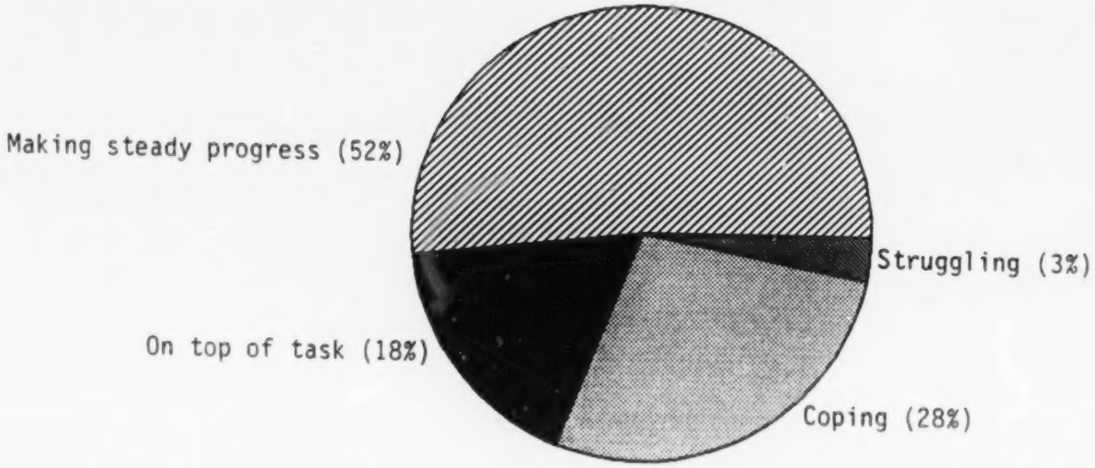


Table 2.20
Trustees' View of Their Board's Three Main Achievements Since May 1989

Views of Main Achievements	%
Financial system in place	39
Good working relations at school	29
Completed charter	35
School still running/we survived	24
Improvements in buildings/grounds	19
Appointed new principal/staff	16
Parent interest increased	13
Staff morale good	9
Improved administration	8
Charter policies easily implemented	5
No answer given	8

Other items mentioned were that the school was better now for Maori pupils, that learning standards had been maintained, and that parents were better informed, that parents were happy. More trustees in rural schools reported 'survival' as an achievement than those in small towns or major cities. There were more trustees from small towns who felt their provision for Maori students had improved compared to those from schools elsewhere.

The importance of good working relations at the school level is underlined by the emphasis given to their achievement in Table 2.20. Again, it is not surprising that most of the achievements noted here relate to the setting up of the new system in the school, and that almost a quarter have given an ironic interpretation to the word 'achievement' by noting that they have survived all the demands and sometimes steep learning curves, and that their school was still running.

Some illustrative comments of trustees' views of their major achievements:

> Happy working relationship with board members, principal and staff.
>
> Sound financial set-up - well informed treasurer - back up accountancy advice.
>
> Improving parent/child/teacher involvement.
>
> We have maintained buildings and equipment to a very high standard at a much lesser cost than in the past.
>
> Sustaining an acceptable workload by identifying the school's priorities - teachers and children first, the system can wait.
>
> Implemented Maoritanga programme.
>
> Balanced budget to cater for all needs.
>
> Neighbourhood watch, which has reduced break-ins.
>
> The Board hasn't resigned in total, and board members still get on with each other.
>
> Getting through Year 1 when so much was unknown.
>
> Employing part time administrator which eased principal's administrative burden considerably.
>
> A new image for the school - new logo, new motto, designed sunhats for all pupils, to raise school identity and pride for a place of learning.
>
> Appointment of new principal - an arduous and daunting experience - but rewarding.
>
> Achieving some useful changes in school practice through careful policy development.
>
> Deciding to put pupil related matters as a priority at meetings.

Teamwork/consultation/effort in charter preparation (in hindsight the charter is probably unnecessary, but beneficial in getting BOT, staff, parents to work together).

A wide cross-section of people involved in setting school policy.

Sorting out in a satisfactory manner two confrontational issues, one of which could have caused serious division in the community.

The next table shows in more detail some of the difficulties met by trustees.

Table 2.21

Main Difficulties Encountered by the Board

Views of Main Difficulties	%
Changing demands/advice from Ministry	21
Funding/budgeting	12
Workload	11
Lack of training	10
Lack of parent interest/support	10
Paperwork	9
Policy writing	7
Retaining/attracting staff	7
Sorting out Board/staff roles & relationships	6
Maori issues	5
No answer given	30

Other difficulties mentioned were relations between the board and parents, administration taking the principal from classroom, board procedures, sorting out problems with staff and conflicts in the Board, and the Board doing too much day to day management.

These comments illustrate what trustees said of their experiences:

> The inconsistencies of the Ministry's guidelines and directions have caused difficulties and much frustration.
>
> Uncertainty arising from frequent changes in charter framework, guidelines, funding.

Lack of information about the tasks we were asked to perform.

Totally new field to a lot of us, and we're all feeling our way.

Although an enthusiastic board, we lack the necessary training in policy/curriculum areas.

Apathy in community/school area.

Convincing parents that BOT do not have responsibility for the day-to-day management of the school - principal's responsibility.

Personality conflict originally.

Establishing a working relationship with each other.

Finding additional personnel for sub-committees.

Time - for the workload and to evaluate the board's own effectiveness.

Finding reliable sources of information to avoid 'reinventing the wheel' on many issues.

Not knowing things and weren't able to get answers - some Educorp/Ministry people seem overloaded with work, it's hard to get their personal contact.

Getting straight answers from one person. It's usually 20 toll calls later for still no satisfaction.

Some BOT members unwilling to undertake training - lack knowledge, confidence, sensitivity.

Budgeting: setting priorities.

Anxiety about funding. I spend one day per week working on a voluntary basis.

Has moved too quickly. Should try to perfect system before expecting schools to put it into practice.

Getting the community to accept paid trustees.

Time management of BOT work versus own job and family responsibilities plus community involvement.

Teaching principal is a difficult role, and the standard in the classroom has dropped which concerns parents and BOT members.

Principal's resistance to change, complicated by a lack of confidence in parent representative skills and an understandable lack of administrative knowledge.

When BOT first formed staff felt threatened and uncomfortable with us - this has since been resolved.

Trustees were also asked what they thought were the three major issues now confronting the Board, if any.

Table 2.22
Major Issues Confronting the Board

Issues	%
Funding/budgeting	32
Writing/development of policies	24
Property maintenance/development	22
Need to increase parent involvement	12
Equity issues	9
Staff appointments	8
Retaining/attracting staff	7
Roll changes	7
Board of Trustee turnover	6
Workload/time	5
Resource school administration	5
Principal/staff workload	5
No answer given	20

Other issues mentioned were implementing the charter, staff appraisal, change of government, school transport, maintaining or improving educational standards, dealing with conflict, retaining support staff, dealing with the Ministry of Education, problems with the principal and problems with staff.

There were some relationships here with school characteristics: staff retention/attraction was more of an issue for trustees in small towns than elsewhere; equity issues were of most concern in schools with rolls over 300. Intermediate trustees were more concerned than primary schools about roll changes and form one and two retention. Concern for principal and staff workload and roll changes decreased with school size; concern about school transport was strongest for the smallest schools.

9 VIEWS OF CHANGE

It is probably too early yet for the switch to local school management to have much effect on the primary activity of a school, which is teaching and learning. The 1989 survey also indicated that on the whole, trustees did not want to make major changes of direction in these areas.

A third of the trustees felt there had been some changes in teaching and learning at their school since November 1989, 15% were unsure, and the other half thought not. The main changes described are mainly positive or neutral, though there is concern from some that administrative work took the principal from the classroom. Others mentioned general improvement and more local goals, new teachers, new principal, a bigger Maori input, and more parental interest. Some of the comments made to this open-ended question also showed trustees reflecting on the role of teachers in the translation of policy into practice.

> There's an increasing awareness of what we are doing and why and where we are going; increasing support among teachers, and encouragement to self-evaluate.
>
> Because of the teacher training programmes we have been able to send staff to, the enthusiasm has grown in staff. New teaching equipment also plays a big part.
>
> I feel teachers have felt freer to suggest to the BOT ways in which the running of the school can be changed for the better.
>
> More anxiety by teachers due to many of the new 'employers' having no ghost of a notion what teaching is all about. Unfortunately every parent is an expert as they have all been to school. If teachers are anxious about employment teaching suffers and so do the children.
>
> Could be yes, if the teachers had time to teach, and not be bogged down with **Tomorrow's Schools** rubbish and paperwork.
>
> Our principal is open to ideas and suggestions from parents, and parents feel they now have an opportunity to have their say.
>
> Partly due to change in principal, but also due to flexibility in resource purchasing.
>
> Working more closely with problem children, more activities to keep children involved, ensuring that all children are being treated equally.
>
> Helping the slow learners in reading, maths, writing, and through this the others have learnt more also.
>
> Improved teaching quality for high achievers, and moved to specialist horticultural studies.
>
> The staff are more informed, aware, confident and comfortable with Taha Maori and what is required of them -although they do have some outside pressure from some parents who totally dislike the idea of their children 'exposed' (the exact comment)

> to the Maori reo or culture.
>
> The principal is one day a fortnight on teacher release to do with BOT matters, charter etc. Relieving teachers cause disjointed teaching for pupils.
>
> The workload on our teaching principal is not fair on him and certainly not fair on his class. The children are, it is stressed, our main concern. Yet they're the ones passed over when a visitor from officialdom arrives at school, or documents have to be written and sent by due dates. His classroom skills should be almost all his profession, not 50/50.

Would trustees like to make any changes to the **Tomorrow's Schools** reforms? Forty-nine percent said yes, 34% were unsure, and 9% said no. Most of their suggestions would involve increased government funding at school level; others called for more fine tuning, including concern for workload and pace of the changes. There was little call for changing some of the structural elements of the reforms, for example, the membership of boards of trustees or charter requirements. In relation to some of the present government's suggested policy changes, there is little call in fact from trustees for further school autonomy, or for dropping the equity components of the changes. Only three trustees commented that schools should be run as businesses.

Table 2.23

Changes that Trustees Would Like to See

Desired changes	% (n=192)
More administration resources	15
More funding for schools	14
Lighter workload	12
Old system brought back again	8
Continue staff funding from Ministry	7
Better communications with Ministry of Education	6
Pay/more pay for trustees	6
More training	6
Slower pace of introduction	6
Full autonomy for schools	5

Other changes suggested were more parent involvement, a standard charter, and, by contrast, completely individual charters, piloting of the system before further changes, a concern for national curriculum and appropriate assessment methods, and changes to Board membership or term of office.

Some illustrative comments follow:

> Fewer government changes - let's get on with the task set without all these changes.
>
> Ensure sufficient funding was available to take the heavy responsibility of balancing the budget off the trustees' shoulders.
>
> School to specialise a little more to cater for specific student needs rather than general/average type of education.
>
> Pay principals at a level commensurate with increased responsibility. Hard to demand performance when you can't pay appropriately to match that demand.
>
> The responsibility for school maintenance should be the Government's.
>
> More money available to take away the stress of fundraising within a small community.
>
> The BOT attendance fee is a joke!! It should be increased.
>
> Have it better organised when it was introduced.
>
> Less rules and regulations telling us what and how to do things.
>
> With the exception of staff salaries, complete freedom to do what is required - we still have to seek Ministry's approval, especially on property matters.
>
> I see a need for the creation of a new job - a combination of chairperson/school administrator (because the principal now has too big a workload and so does the chairperson.
>
> Increase in ancillary hours and acknowledgement of the hours worked in realistic pay rates - it shouldn't come out of the bulk funding!
>
> Savings in administrative funding should be able to be targeted to employing teachers - that is why our Board is in existence - to reduce class numbers if possible.
>
> Establish more direct contact between the Ministry and schools.
>
> Slow down - make it clear exactly what is expected and provide a realistic time frame things are expected to be completed in.
>
> Recognise that the problems of the isolation of small rural schools are greater than the present allowance caters for.
>
> Allow BOT members to resign each year in rotation (2 per year) to keep continuity.

> Find the person responsible for this mess. No doubt in safe-keeping, hopefully in another country.

Finally, trustees were asked for any other comments they wished to make on the **Tomorrow's Schools** changes and their effects on their school. Here trustee workloads, and some of their fears, particularly to do with funding, and frustrations emerged here, with positive comments in the minority (Table 2.24).

Table 2.24

Other Comments by Trustees on the Changes and Effects on Their Schools

Comments	% (n=146)
Too much work/heavy workload	19
Negative comment	19
Positive comment	8
Like controlling own budget	4
No real change from old system	4

> A feeling of heavy workload especially on principal and chairperson. Boards feel they're being used to do all the 'boring bits'. Our PTA is far more involved with the children.
>
> We have been very lucky that the initial BOT is still together. It takes time/co-operation/compromise to begin to work as a group. All of us speak our own minds, but are also willing to listen.
>
> What will happen after the next election when many of us decide not to waste our time with a system which is costing us considerable time and money?
>
> It's unfortunately ostracised very supportive hardworking parents who don't have time for normal parent support activities due to workload. Strain on members' families. Asked a select few to carry out a task voluntarily where previously highly skilled personnel in specific areas made decisions. Feelings of inadequacy in certain areas.
>
> Our school is running very well only because of the input of 2 or 3 people who resent the many unpaid hours they devote while those on big fat salaries are sitting behind desks telling us what we have to do - we would like to see them come and do it! When we stand down at the next election, we dread what is going to happen

to our school.

Our teaching principal has far too heavy a workload. I feel smaller schools will have trouble soon keeping teaching principals, if something is not done. I'm sure this must be hindering the children's learning.

Real uncertainty among parents and teachers which make a sense of unease in the community. A feeling that the government has opted out. Too many changes too soon and too often.

These policies are very dependent on the quality of principal/teaching staff and parents. Too many variables for my liking. I also believe that central government is prepared to spend less in the area of education in the years to come. I believe this is unwise.

Ministry of Education has had little or no contact with the school. How do they know the changeover is going well or not, or what are the real problems being faced?

School curriculum: BOT members want everything but know nothing, yet no-one wants to help us.

We are extremely fortunate to have a principal who has done a magnificent job assisting out BOT in the difficult tasks we've faced. Not all schools will be this fortunate. Maintaining a high standard in our teaching/support/ancillary staff is vital to the continued workability of **Tomorrow's Schools.** Parental involvement will be slow to show itself, but every effort must be made to ensure it is developed.

I am very proud of the achievements and standards of our school. There is an excellent relationship between Board and staff and parents. There is stability in staffing, and this is beneficial to children.

If people stick to their tasks and goals we will get there.

Change is a gradual process - there have been many changes in a short time. A period of stability would be a good thing.

I am not so certain about the wisdom or necessity of so much BOT involvement with professional or curriculum matters.

It has involved a lot of work for people, many of whom have lost many days pay in the process for what is effectively a very small result in the actual classroom. The running of the school was smooth before **Tomorrow's Schools**, and remains so. The main difference has been increased stress on staff, particularly principal.

Children's education still depends on the skills and attitudes of the classroom teacher. Very few of the "changes" have any bearing on that fact. Those schools which were doing well under the 'old' system are doing well now - I'm unsure whether the ones failing in the 'old' system are necessarily the ones achieving in this 'new' one.

III - PARENTS

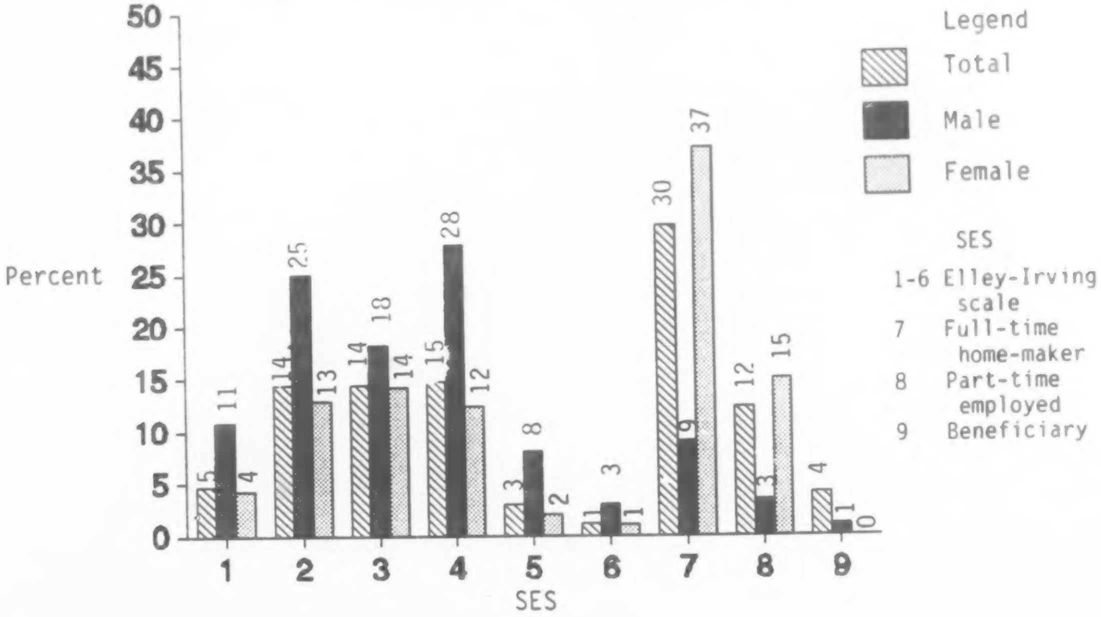
1 RESPONSE

The basis for the survey of parents is a 1 in 4 random sampling of pupil names on school rolls drawn from a representative subsample of 26 schools out of the total survey sample of 239 schools. While this means of reaching parents is much more economical than a random population sample, it does mean that the responses are likely to be 'clustered' in statistical terms. To guard against any distortions in reporting and interpretation, the school and personal characteristics of the parents who responded have been checked against the survey sample data and against available and appropriate census data, and for this chapter the measurement of statistical significance has also been made more stringent.

The response rate for the questionnaire to parents was 64% (645 out of the total sample of 1001). The questionnaire was sent to home addresses, with two reminder notices at three weekly intervals. It was left to parents or caregivers to decide who should fill in the questionnaire. The majority of those who responded (79%) were women. Two percent of the questionnaires were filled in by two parents/caregivers. Eighty percent identified themselves as Pakeha/European, 8% as Maori, 3% as Asian, 3% as 'New Zealander', and 2% as Pacific Island. This spread of ethnic identity is not too different from that of the total New Zealand population aged between 25 and 45. By way of comparison in the latest census figures available (1986), 86% identified themselves as European, 9% as Maori, 5% as Pacific Island, and 1% as Asian. There has, however, been an increase in Asian migration since 1986, and this may be reflected in the responses to this survey.

Figure 3.a

Socio-Economic Status of Parents by Gender



Details of the comparison between census data and respondents' school and personal characteristics are given in Appendix A. In summary, the bias of these survey findings is to give more voice to parents from professional homes in middle class or mixed class schools, than to low income parents whose children go to schools serving low income communities, and less voice to Maori parents whose children go to schools with substantial Maori enrolment compared to Maori parents in schools with low Maori enrolment.

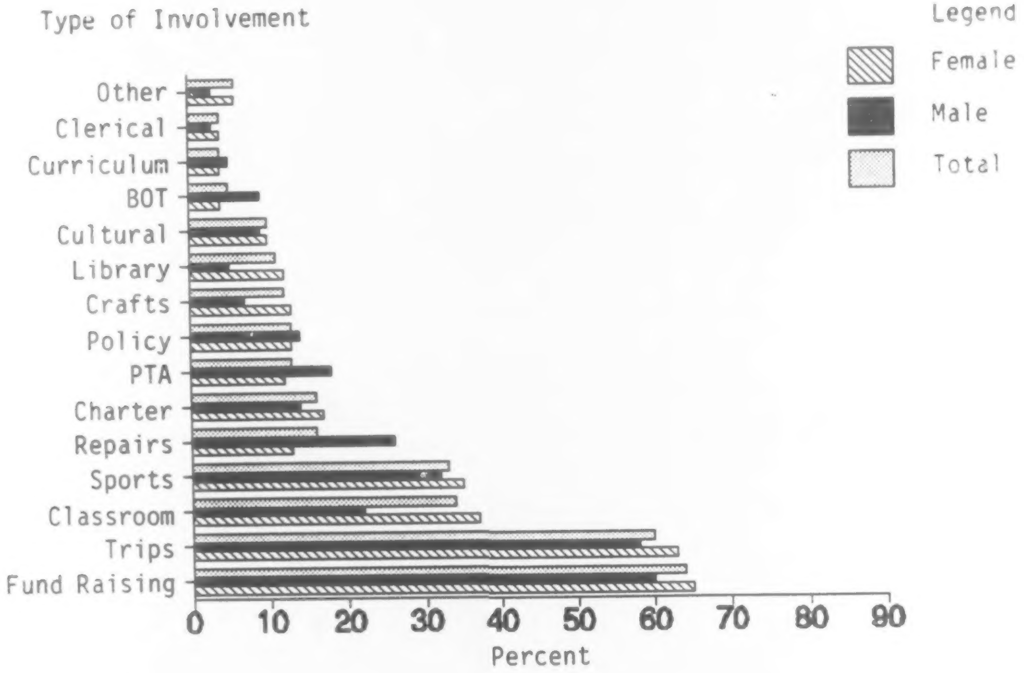
The analysis of parents' responses is mainly in terms of their personal characteristics, number of children at the school, and their views on key aspects such as class size. Because of the small number of schools involved, analysis in terms of school characteristics could be misleading, and has therefore been omitted from this report.

2 PARENTS' INVOLVEMENT IN THEIR CHILD'S SCHOOL

Only 17% of the parents who responded said they had no involvement in their child's school. Sixteen percent marked only one of the 14 activities given in the question. The mean number was around three, but some parents marked nine or more.

Figure 3.b

Parent Involvement in their Child's School, by Gender



Other assistance given to schools included helping with the school lunch roster, gardening, school patrols, crossing duty, religious instruction, advice on computers and their operation, helping with children's banking, afterschool programmes, and involvement in school productions.

Gender was related to **what** actually parents did, but it did not make a large difference in their overall level of involvement in school affairs. (Parents were not asked to estimate the time they gave to the school on a regular basis.) There were no significant differences related to ethnicity or socio-economic status.

The low parent involvement in curriculum development may be because the new administrative responsibilities and high workloads reported by trustees and school staff pre-empted the energies available at school level for this task. Another interpretation, based on the very high proportion of parents reporting general satisfaction with the quality of their children's schooling (79%), is that parents were not voicing any great interest in changes in this area.

One of the aims of the **Tomorrow's Schools** reforms was to increase the level of parent involvement in schools. While just over a third of the parents who responded said they did not know if it had changed over the last year in the four key areas of decisionmaking, policymaking, practical help and classroom help, most felt that parental involvement in the school had either increased or remained the same since October 1989, when the reforms were already in operation.

Table 3.1

Parents' Perception of Changes in Parental Involvement at the School

Involvement	Decreased %	Same %	Increased %	Don't know %
Practical help	4	29	24	37
Help in the classroom	6	31	23	34
Policymaking	5	17	35	38

NOTE: Between 5% - 6% of parents did not respond to these questions.

In addition, just over half the parents said they were giving more money to their child's school this year (53%). A further 14% were unsure whether or not they were giving more money. Seven percent of the parents noted an increase in fundraising activities or requests, and 6% mentioned increased fees/donations. Three percent each commented on the number of school events or outings, or noted that having several children made it more difficult to meet the demand for more money. Sixty-four percent of parents with two children at a school, and 67% of those with three children were giving more money this year, compared with 41% of those with one child. Comments here ranged widely, but some concern was clearly being felt by many parents:

> About the same as last year. Nearly every week money is needed for something.
>
> We feel bad if we don't support them.
>
> I don't begrudge giving whatever money we can to the school as long as we can see improvements and the children benefiting.
>
> Schools now all duplicate services which we as parents have to pay for. Unnecessary duplication is increasing our costs.
>
> We cannot afford to.
>
> I feel we are giving more and more and it is getting hard with 2 children, with all their outside activities as well.
>
> This third term has been a steady progression of fundraising with very little actual learning in the 3Rs. I have heard this complaint from many parents.

Lack of time was the dominant reason given for not taking part in school activities (24%). Other reasons given were working long hours or full time (6%), preferring to let the school get on with the job (5%), not being asked (5%), having preschool children to look after (3%) and lack of transport (2%). Only 3% said it was because they were not comfortable in their child's school.

Slightly more men than women said they preferred to let the school get on with the job.

3 PARENTS' CONTACT WITH CHILD'S TEACHER, PRINCIPAL, AND TRUSTEES

Parents were asked what contact they had with their child's or children's teacher(s), the school's principal, and its trustees; and how satisfied they were with their contact with people working at and for the school.

Three-quarters of the parents who responded felt they had enough contact with their child's teacher(s), and 69% with the principal. However only 48% considered they had enough contact with their school's trustees. Satisfaction seems linked with the level of contact; only 1% had had no contact with their child's teacher, 17% had none with the school principal, and 33% had none with their school's trustees. Figure 3.c shows the distribution of parent contacts with people at their child's school.

Figure 3.c

Total Number of Parent Contacts with School

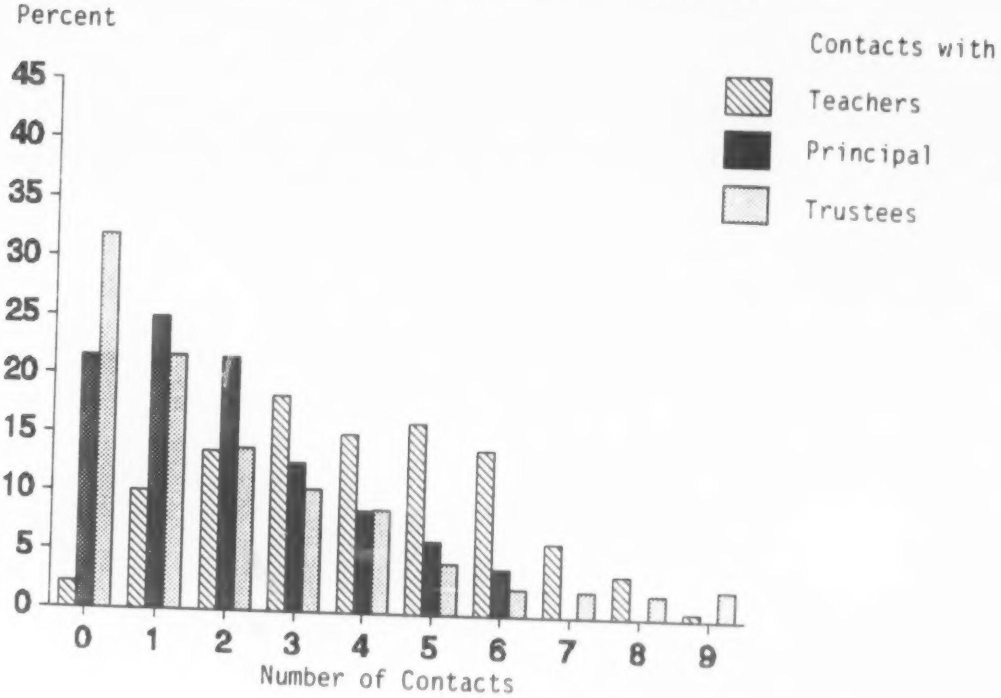


Table 3.2

Parents' Contact with Child's Teacher

Contact	%
Talk about child's work	81
Talk about child's written report	75
Greetings when parent takes child to school	64
Informal talk at school functions	51
Informal talk on school trips	48
Parent sees teacher around the community	28
Parent helps in classroom	21
Talk about school policy	17

Contact with Child's Teacher

Table 3.2 shows the kind of contact that parents have with their child's teacher. Women, as one might expect, had more contact through classroom help than men, and men were somewhat more likely than women to have no or only one contact with the teacher. More Maori and Pacific Island parents than Pakeha/European in the survey had no contact.

Parents' Satisfaction with their Contact with their Child's Teacher

Seventy-six percent of the parents who responded said they had enough contact with their child's teacher, 12% felt they did not, and 5% were unsure. There was no link between the kind of contact parents had and their views as to whether they had enough contact.

Ethnicity made some difference to parental dissatisfaction with their contact with their child's teacher: 15% of Pakeha/European were dissatisfied, compared with 25% of the Maori parents, and 30% of those from Pacific Island cultures.

Below are some representative comments drawn from the 138 made by parents on their contact with their child's teacher:

> We do not take advantage of the opportunities available to see the teachers, due to work commitments.
>
> My daughter is coping with school and school work very well, but if she weren't I would like more contact with the teacher.
>
> Sometimes I would like more meetings with the teachers. Evenings would be advantageous.
>
> My son walks to school and home, so I do not go into the class with him. Most of the intermediate children do not want that anyway, they seem to think they are too old for that sort of thing.
>
> I would like more, but as a solo working parent this is difficult.

Twelve percent of the parents who responded said that there were matters they would like to raise with their child's teacher, but would be uncomfortable doing so. This feeling was unrelated to the kind of contact parents had with the teacher. There was, however, an association with class size: 22% of those with children in classes larger than 35 had matters they would like to raise, compared with 10% of parents in smaller classes. There was also one significant relationship with socio-economic status: no parents in semi or unskilled work said yes to this question, compared to an average of 13% for those in other work situations.

The areas of concern expressed by parents were mainly to do with their child's academic or social progress, the classroom programme, school policies, or other children's treatment of their child (e.g., bullying). Sources of the discomfort mentioned were language barriers, large classes, not wanting to erode the teacher's self confidence or appear to be interfering in professional matters, and previous efforts to discuss the concern which left the parents feeling their views had not been considered.

> I feel apprehensive about approaching my daughter's teacher in Standard 1. She has a class of approximately 36, and is always busy controlling the large class.
>
> The child's teacher, although very competent at her job, feels very threatened and self defensive if any thing is raised that remotely hints at or suggests change.
>
> Regarding our child's education - if he is getting pushed to his full potential. More detailed and constructive information about our child's education. Our first one, and we have no others to compare with.
>
> We would like to know more about their social development, ie their friends in the playground and how they get on with other children. Also classroom activities.
>
> We have tried to discuss issues regarding bullying etc by others toward our child, and always get fobbed off.
>
> There are racial tensions in the school which the staff either seems unaware of or incapable of dealing with so we are leaving soon, and just decided to let it go.

Parents' Contact with the School Principal

Parents were asked whether they had contact with the principal in six areas of school life.

Table 3.3
Parents' Contact with the School Principal

Contact	%
Greetings when parent takes child to school	60
Informal talk at school functions	45
Talk about child	37
Talk about school policy	22
Informal talk on school trips	20
Talk about child's written report	13

There were no significant differences related to ethnicity for the average level of parental contact with the school principal. However, discussion of school policy was one area where differences came to the fore, with only 9% Pacific Island parents having this contact, compared with 23% Pakeha/European and 28% Maori.

Parents' Satisfaction with their Contact with the School Principal

Sixty-nine percent of the parents responding to the survey felt they had enough contact with the school principal; 19% did not, and 9% were unsure. Satisfaction with their contact with the school principal was also associated with ethnicity, varying from 74% for Pakeha/European parents to 48% for those from Pacific Island cultures; 66% of Maori parents said they were satisfied.

There were different perceptions amongst parents of how available a principal could or should be to them. The main reason for talking with a principal appeared to be concern about one's own child. Some comments here may be illuminating:

> There are no problems with children, so there's no need to see him.
>
> Only as far away as the telephone should I need to speak to her.
>
> He doesn't recognize that parents may not know what he's talking about.
>
> He takes no action - too busy being nice (which he is), but he won't do anything or fix anything.
>
> The principal is not very approachable at all. Had absolutely no contact when our daughter was enrolled, which we thought was appalling. The office lady enrolled her. This is a very troublesome area in our school - he doesn't welcome parents at all.
>
> Obviously a school principal's time is limited, but a meeting once a year would be appreciated.
>
> It would be impossible I think for the principal to have contact with all parents.
>
> Difficult because I have commitments at work.
>
> I think the teachers of the children know the individual child better. Contacting the principal in my opinion is if you have problems with the teachers or don't see eye to eye. An alternative, really.

Thirteen percent of the parents had matters they would like to raise with their school's principal, but would not be comfortable in doing so, and 6% were unsure about this. There were no differences associated with ethnicity or gender here. As with the parallel question related to their child's teacher, parents in semi or unskilled work were less concerned about this than others. Parents in professional occupations were more prominent here than others (26%).

Reasons for feeling uncomfortable varied from the principal's manner to his/her availability. The matters parents would wish to raise included concerns about their child's (lack of) progress or unhappiness with class teacher, and school policies.

Some illustrative comments follow:

> He doesn't give you his attention.
>
> He has an unwelcome manner.
>
> He's guarded by the office lady.
>
> I have reservations about too much outside the classroom activities being conducted at the school, but I'm reluctant to address the principal on this issue because in every other way he is doing an excellent job.
>
> Class size, disruption by changes in class with some children moving on, and others joining. Poor supervision, poor control, and poor planning of class activities.
>
> There are too many inconsistencies in the way the school is run. Different rules for different families. I feel this is not acceptable.
>
> Attitude of some "long standing" teachers. Feel he needs to praise staff more and pass on positive comments. Also feel discipline needs to be enforced throughout the school.
>
> The homework system I feel is inappropriate. I feel homework should be based on what the child has or is studying, not subjects totally unfamiliar to them. The parents are ending up doing the homework because it's too hard for the child. Therefore the child is not really benefiting.

Parents' Contact with School's Board of Trustees

The extent of parental contact with Boards of Trustees is given in Table 3.4. About one-third said they had no contact at all. There were more Maori than Pakeha/European parents who had had no contact with their school's board. Ethnicity, gender and socioeconomic status did not seem to be related to the kind of contact which parents had with their school's board of trustees, with the exception of a much higher participation rate of professional parents (42%) in the development of school charters.

Forty-eight percent of the parents felt they had enough contact with their school's board of trustees, 16% were unsure,and 33% felt they did not. Almost a third of those who had had no contact with their board nonetheless felt that this was satisfactory. The main themes emerging from the 133 comments made by respondents were that more contact could be made if the parent wanted it, that there was a lack of information from the Board that the Board was unwelcoming or that the parent did not have time or was unable to get to meetings.

> They don't make themselves very available.
>
> I don't really know who any of the Board are.

Table 3.4

Parents' Contact with School's Board of Trustees

Contact	%
Received Board of Trustees' newsletter/reports	53
Took part in workbees/fundraising with trustees	32
Talked with individual trustee about school policy	23
Took part in development of school charter	20
Saw minutes of Board of Trustees' meetings	20
Saw agenda for Board of Trustees' meetings	18
Took part in development of school policy	16
Attended Board of Trustees meeting	16

We are not informed of when meetings are on (apart from the AGM), and we are never told what resulted from the meetings. We have contact, but they are not prepared to listen to the discontent that is prevalent amongst parents.

A close friend attended a BOT meeting with other parents. They were made to feel very uncomfortable. Meetings are not publicised. To find out about meetings we must be continually checking the school office noticeboard.

I feel alienated from this process - and I know this is not only my response. Other parents have given up attending many school meetings etc because of the attitudes of some of the parents. There is a very elitist core in this school.

I would like to know more about how their policy decisions are made.

I would like some decisions regarding school buildings etc put to a vote so all parents can have a say.

I can't speak good English.

I think trustee members are busy enough without having unnecessary communication with them.

I have not attempted to follow up on what the BOT are doing - I feel confident in them.

Would not be critical of BOT unless they did something controversial as it is a thankless task and I admire their commitment.

Nine percent of the parents said there were matters they would feel uncomfortable raising with their school's board, and a further 11% were unsure. While 17% of Maori parents said they would be uncomfortable, only 8% of the Pakeha/European and none of the Pacific Island parents would be. Major issues amongst those commenting were school policies, the board's way of operating or lack of feedback to parents, and the Board's priorities.

> Lack of discipline for the school bullies.
>
> Not sure where/what is appropriate to raise with BOT or staff - eg boys dominating behaviour in playground, monopolising sports equipment.
>
> Suitability of teachers for the class they teach.
>
> Would like to know school's objectives and policies.
>
> The school did not want to follow the charter or consult with parents.
>
> I ticked not sure because I don't know exactly the role of BOTs.
>
> I'm not satisfied that the children are being educated to a satisfactory standard, but only one trustee seems dissatisfied.
>
> Some members are not very approachable, patronising if questioned.

4 PARENTS' ACCESS TO INFORMATION

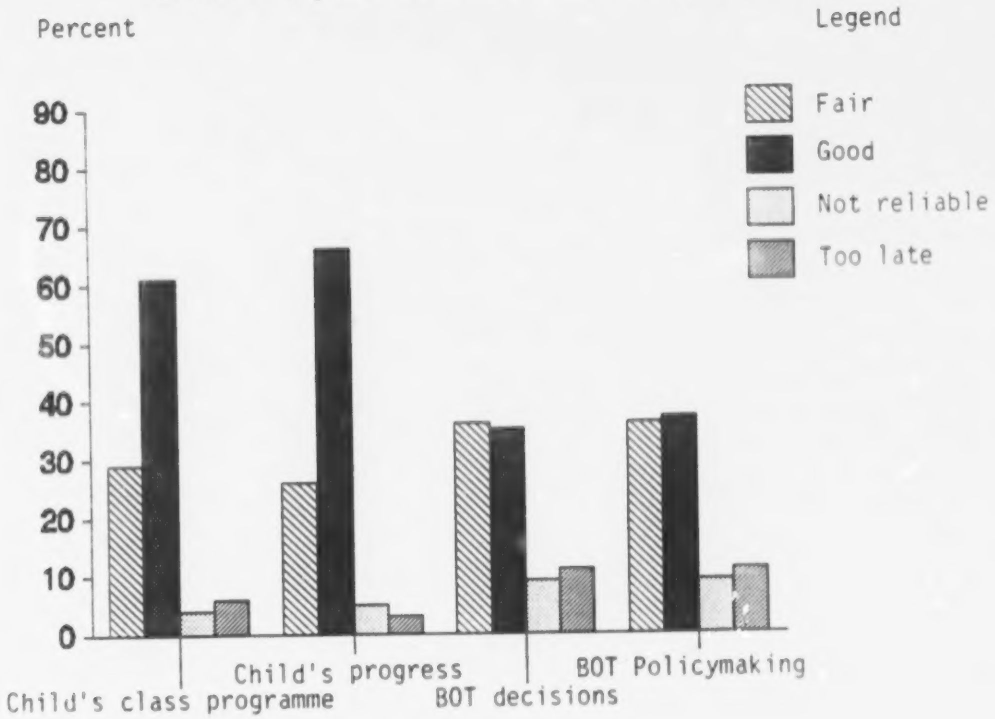
Most parents thought they had good access to information on their child's progress and classroom programme, but were less sure of the quality of the information they had on Board discussions and decisions, as shown in Figure 3.d. There were no significant differences related to parents' ethnicity, but there were some gender differences. More men than women described their access to information on board policymaking and board decisions as unreliable.

While 32% of the parents described their access to information on staff appointments as good, and another 24% said it was fair, 34% said that no information was available. Only four percent of the parents said they were not interested.

There were clear associations between parents' judgements about their access to information and their views as to the general quality of their child's schooling, whether or not they had enough contact with their school trustees, principal, and child's teacher, and whether or not they had any matters they would be uncomfortable raising with these people. Those who thought their access was good also had a high level of satisfaction with their contact with the people responsible for a school, and did not have any matters they would feel uncomfortable raising. The converse tended to hold for those who described their access as fair, and even more so for those who said it was not reliable, or too late.

Figure 3.d

Parents' Perceptions about their Access to Information



It could be that once parents feel a school is either good or bad then the 'halo effect' comes into operation, and it is hard to believe anything different. However, a halo effect must begin somewhere. The importance of good, open communication between those responsible for a school and the school community is underlined by these findings.

Fourteen percent of the parents responding said there was information about the school that they would like, and did not already have; 20% were unsure, and 60% said there was none. Again this bore some relationship with parents' assessment of the overall quality of their child's learning, having matters the parent would be uncomfortable raising with trustees, and feeling that no information was available to them on staff appointments.

The aspects of the school where parents sought more information were on board activities and policies, teaching programmes, and staff appointments. Some relevant comments were:

> We don't know what information we don't have as we're not told anything.
>
> What the money's being spent on.
>
> I'd like an explanation on why they go through so many teachers.
>
> I'd like to know how they intend to get class sizes down.

Parents' Satisfaction with their Child's Schooling

A very heartening 77% of the parents in the survey were generally happy with the quality of their child's schooling; 17% were not, and 5% were not sure.

The reasons why parents were dissatisfied with the quality of their children's schooling were: insufficient provision for individual children's needs (7%), classes too big (5%), it was not exciting enough, or not extending their children enough (4%). High teacher turnover, lack of discipline, too much time spent outside the classroom, and the administrative role of the principal taking him/her away from the classroom were also mentioned by a few parents.

To try to understand further why parents might be dissatisfied, responses to other questions were considered in the light of their answers to this one. Dissatisfied parents were more likely to feel they had unreliable or too late information about the school, or to want more information about the school. They were more likely to feel they did not have enough contact with the teacher and principal, to have matters they would feel uncomfortable raising with the teacher, principal, or trustees, to regard their child's class size as too high, and their child's class was more likely to have had a change of teacher in the year.

Results also showed that for parents in the survey general unhappiness with the quality of their child's education was linked with much lower levels of satisfaction than others with the school's charter, charter consultation, and policy development. Such parents were more likely to perceive their school's board as struggling in its work, and to want changes to the **Tomorrow's Schools** reforms. All of these appear to be factors in dissatisfaction; they are not of course shared by every dissatisfied parent.

The general parental satisfaction with the quality of their child's schooling, and the lack of a 'back to basics' or 'stricter discipline' refrain in the reasons parents gave for their dissatisfaction indicate that, contrary to the views of some prominent pressure groups and media reports, these are not widespread community concerns. These results suggest that it would be unwise to base any national educational policies around them.

Class Size

Class size and the opportunity for children to have teacher attention to suit their individual learning needs was, however, a prominent theme of parental concerns. Figure 3.e shows the association between class size and parental views of its adequacy.

Schooling level did not significantly affect parental satisfaction with class size[1]: that is, parents of older children were no more satisfied with classes above 24 than were parents of new entrants or children in junior classes. This is an important finding in the light of the fact that currently class size in New Zealand increases with school level. Parents' satisfaction with the size of class in which their child was being taught was also related to their having matters they would feel uncomfortable raising with the teacher, and concerns on the quality of their children's learning. If the outcome of the recent reviews of the teacher/pupil ratio is an increase in the ratio, this will be reflected in the staffing or funding for staffing available to schools. The importance of class size to parents will mean that schools could be judged by parents on this basis, which is really an element outside the school's control - unless it has a very wealthy and supportive community of parents.

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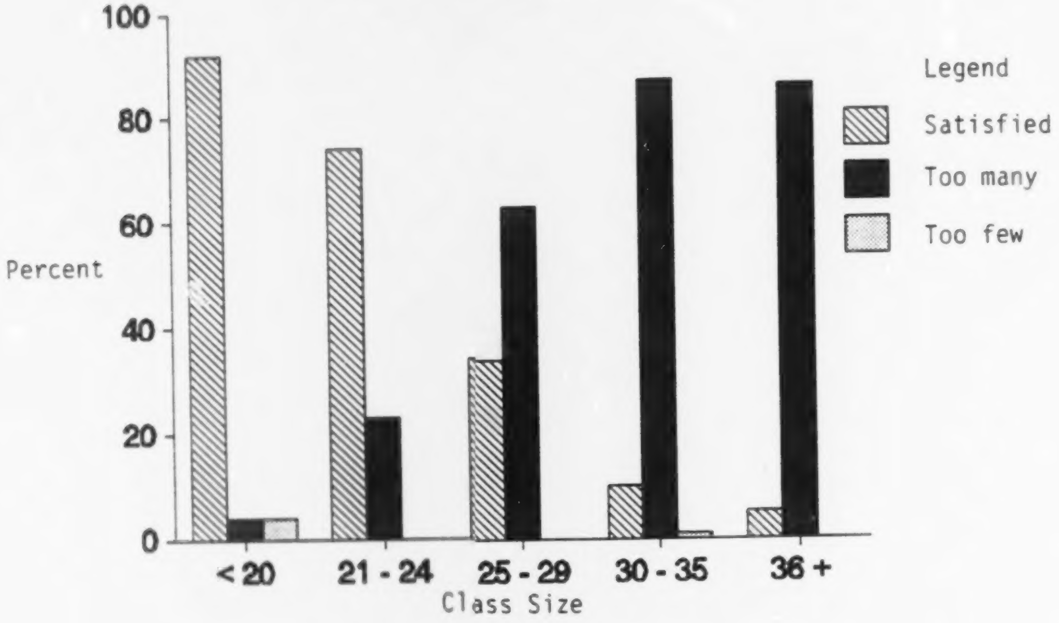
[1] The graph uses the percentages from questions asked about the parent's first child; the answers to the same questions about the parent's second child at the school were almost identical.

Figure 3.e

Parent Satisfaction with Class Size



5 PARENTS' VIEWS ABOUT THE SCHOOL CHARTER, CONSULTATION, AND POLICYMAKING

The Charter

While just a few schools in the sub-sample from which the parent sample was drawn had yet to take their charter to the Ministry of Education for approval, only two-fifths of the parents in the survey had seen their school's charter. The remaining three-fifths were made up of:

* 23% who said they did not know how to get a copy;
* 15% who said they had no time to look at it;
* 5% who said they were not interested;
* 4% who said it was not yet ready;
* 4% who did not know if it was ready;
* 4% who felt the school should send it to parents as a matter of course rather than

have parents ask for it individually;

- 1% who felt from the information they had that the charter development could be left to the school's trustees.

Over half of those who had seen their school charter were pleased with it, with a few who felt it would not be necessary or used, or that it needed more community consultation, or more work to properly reflect the school's character. The 54 respondents who commented here were also concerned with the language in the charter, its connection, or perceived lack of it, to teaching and learning, and the nature of the partnership between school and government. Some comments to illustrate the range of views follow:

> I consider a lot of time has been spent on preparing a document that has little effect on the day to day running of the school.
>
> The charter is very basic and mostly commonsense. I cannot see there being any changes to the way the school has been run over the past 10 -15 years. Discipline and aims have not changed over the years.
>
> It's satisfactory. Used up a lot of time. Should have a standard charter with room for individual needs.
>
> It has made everybody think about all the aspects covered. An average document. The best they could put together to please all factions of the community.
>
> The charter is so broad that it can't be useful. This is so the Audit Review committee can't say it isn't being kept to.
>
> Useless document. Government could change their input, but the school is bound by their side of it. Too many demands on the school and teachers that take them away from their primary job - teaching.
>
> Applying ideals is much harder than making them. Part of the reason for the special needs being axed [in school charter] is fiscal. A low percentage takes low priority.
>
> It was presented in legal not layman terms.

About a fifth of the parents responding did not answer the questions asking about their satisfaction with charter consultation, policy development, or sighting of any of the school's policies.

Forty-five percent of the parents were satisfied with the consultation that took place on their school's charter; 7% were not, and 27% were not sure. Parents with one child expressed more satisfaction with the consultation than those with more than one at the school. Comments here, made by 93 respondents, included positive assessments of innovative methods; some parents noted they were new to the school, and not present for the consultation, and others few noted parent apathy with the process. A few also made comments on the tight timeframe, and the 'jargon' prominent in charter discussions.

Policy development

Charters set the framework or principles for a school's operations; policies are the translation of those principles into specific detail. Forty-four percent of the parents had seen one or more of their child's school's policies; 36% had not, 14% were not sure if they had, and 2% were not interested in seeing them.

Satisfaction with the way the school was developing its policies followed a similar pattern: 45% reporting satisfaction, 34% said they did not know what was happening, and 9% that they would like more input into the process. Sixty-five percent of those who had not seen any school policies felt they did not know whether they were satisfied with the development of school policies, compared with 8% who had seen them, and 47% of those who were not sure if they had.

6 PARENTS' VIEWS OF THEIR BOARD'S PROGRESS, AND THE FUTURE AHEAD

Forty-eight percent of the parents described their boards as making steady progress, 11% said they were on top of the task, 10% that they did not know how their boards were faring, and 9% described them as struggling. Comments here included concern that there was no feedback from the board to parents, and concern with the workload of trustees.

> We seem to have a very efficient Board of Trustees, and the school appears to be functioning very well. However I have no knowledge as to how much of a struggle it has been for them to achieve this. I feel that they have worked very hard to make our school run well.
>
> We feel our school has a happy and healthy feeling about it. The teamwork is evident amongst staff, BOT, parents and the PTA.
>
> Some people on the Board are trying too hard, some not making any effort. There has been conflict and time wasted on small problems, putting off big ones until next month. Giving untrained people this sort of responsibility is the cause of most conflict. Chairperson and principal both trying to do it right, and crossing wires in the process.
>
> Two by-elections have not yielded anyone else willing to stand.
>
> Probably it's making steady progress and struggling - it tends to get the results it wants, but very often if it was more open perhaps more help would be forthcoming, and even better results obtained.

Current Issues facing the Board

Parents were asked what they thought were the three major issues confronting their board now (if any). Just under half the parents (48%) did not answer this question, a likely indication that they did not know of any issues which their Board had to deal with. Just under a quarter of all parents responding described three issues, 14% two, and 15% only one issue. This does not seem to reveal a high level of parental awareness of board operations, or of the environment in which boards were operating.

Table 3.5

Parent Views of Major Issues Confronting their Board

Issue	% (n=338)
Finance	37
More staffing/smaller classes	11
Keeping/attracting staff	8
School maintenance	7
Higher profile amongst parents/more consultation	5
Develop policies/charter	5
Increase parent involvement	4
Equity issues	4
Staff quality	4
Classroom programmes/curriculum	4

NOTE: In the tables in this chapter percentages have been based upon the total number of parents responding (N=645); where the numbers replying to a particular question are quoted they have been indicated as above (n=338), but the percentages are still based on the total N.

Other concerns mentioned were the replacement of Board members, improvement of classroom materials and improvement of school buildings. Men were more concerned than women about adequate school finance and adequate class size or staffing to meet children's individual needs.

Other issues identified by a few parents were: trustee workload, the need to keep education the priority rather than administration, Ministry of Education requirements of the school, the quality of Board members, rising rolls due to school's popularity, the need to maintain the present quality of education or discipline, and the desire for the school curriculum and teaching to keep apace of social changes. Some representative comments follow:

Finances: deciding priorities in spending, and continual fundraising.

Ensuring children's needs and education come first in any area of decisionmaking.

Keeping up with changes in education on a limited budget.

Working out priorities for limited resources.

The "extension studies class for gifted children" has caused much ill feeling amongst parents - either because their children require remedial work which has been sacrificed for it, or their children that they consider "bright" are not included in it.

Addressing the needs of various constituents.

Keeping the school running to its present high standard.

Overfull classrooms - where is the 1 to 26 ratio promised? Two children with over 35 per classroom - pathetic!

Board members needed more training on how to conduct themselves in meetings. Some would not listen to other people's point of view. Confidentiality was broken on many occasions.

Being aware of the needs of the minority, whether it is handicapped children or religious concepts.

Cultural relations between the increasing number of ethnic groups attending the school.

Maintenance of school building including constant cost of vandalism and graffiti.

Lack of suitable transport for children in rural area.

Too many responsibilities and paper work.

Making sure our teaching principal is not bogged down with administration and as a consequence spending less time teaching.

Burnout of those on the board. Trustees we've spoken to won't restand because of the huge time commitment.

Having to account for everything down to the last stick of chalk and loo rolls.

Teachers and parents hope/expect BOT to wave wand and have a perfect school.

Thirty-six percent of the parents said they had noticed a change in their child's school which they thought related to the **Tomorrow's Schools** reforms; a similar percentage had not noticed any change, and a quarter were unsure. Ten percent noted more parent involvement in the school, 8% that there was more fundraising or that the school lacked money, and 4% made a negative comment about the increased parent involvement, seeing it as creating more pressure for families. Positive and negative comments about changes in topic or emphasis to the school curriculum balanced each other out (2% each). Two percent noted a positive impact on children at the school.

Views of the changes they had seen were evenly spread: 16% were pleased with them, 18% were not, and 20% were unsure.

Comments here included:

> Now schools aren't so much concerned with education but funds and how to keep their head above water.
>
> They seem to be always trying to raise money for something when I feel this responsibility is the government of the day's job.
>
> It's costing far more to send children to school. Believe some children are suffering because parents don't have that money.
>
> Small groups of powerful parents can have a disproportionate amount of influence with the headmaster.
>
> A lot of parents feel BOT does "the work" and their "help" isn't necessary any more, which is a retrograde step as we need parent involvement in all areas.
>
> Elitist attitudes of trustees creeping into school policy.
>
> The principal is overloaded with administrative garbage where he used to constantly work in classrooms. Many parents who used to work in classrooms are now occupied with unpaid clerical and administrative work.
>
> One of my children is in the class of the teaching principal. I feel that because of his increased commitments and interruptions during class time, his quality of education is suffering.
>
> **Tomorrow's Schools** has been a lot of hard work for a lot of people, especially for the teaching principal at some schools. More paperwork for them and less time to teach. Not what it's all about.
>
> Heavy workload on principal and then for Deputy principal and senior teacher - and then other staff. Snowballing effect.
>
> Parents are forced to run the school (maintenance etc). Cheap labour for the Ministry but this is too much as it's voluntary and over and above a fulltime job held by parents already.
>
> I believe the standard of schooling has dropped unless the children are very bright to start with. Slow children are severely disadvantaged.
>
> The teachers seem under more stress than ever. They feel constantly evaluated and I

> feel this interferes with their being able to get on with the job. Happy children need happy relaxed teachers who feel confident that they are getting all the support they need.
>
> The school grounds are being improved, and the play equipment expanded.
>
> The children have become more aware of what schooling is about. Also, they are not frightened to talk about the things they don't understand. Plus they seem to be more alert.
>
> I feel the school is less impersonal.
>
> The parents are taking more interest in school policy and staff appointments.
>
> The school is more aware of the community.

Twenty-seven percent of the parents in the survey would like to make changes to the **Tomorrow's Schools** reforms, a further 41% were unsure, while 18% said they would not like to make changes, and 14% did not answer this question. Descriptions of the changes they would like came from 30% of the parents, with 12% making one suggestion, 8% two, and 11% three. The most popular changes were:

* smaller classes or an improvement in the staffing schedules;
* an improvement in funding for schools;
* changes to curriculum (varying between 'bringing it up to date' and 'emphasizing the 3Rs');
* bring back the former system, or slow down any further changes;
* a decrease in trustees' workloads.

Others saw the need for more support and recognition of teaching staff, a decrease in principal's administrative workloads, improved communication between board and parents, people outside the school to provide mediation or support, adequate provision for special needs children, or had concerns about lack of discipline, or the quality of teaching staff. Only a few wanted more autonomy for schools.

There are no clear messages for policymakers from the parental answers here. Most parents seemed aware of the broad outlines of the **Tomorrow's Schools** reforms. But some were not, as witnessed by one who wanted boards to have the power to hire and fire staff, a power they already have.

Perhaps parents were still waiting to see what the changes really mean for their schools and, more particularly, their children. There is a concern with the adequacy of finances, there appears to be a continuing expectation that the government is ultimately responsible for educational provision and standards, but there does not appear to be a strong call for complete or separate self government of schools.

Some comments to illustrate the range of views:

> FREE SCHOOLING. There is definitely no such thing in NZ.
>
> Funding is a major concern. It is felt that **Tomorrow's Schools** is in many ways an opportunity for central government to say "it's your problem".
>
> Reduce class numbers - drastically.
>
> Less workload for the BOT. Ministry to take responsibility in some areas.
>
> Some changes have been for the better, but it was all done too quickly.
>
> The whole process has occurred far too quickly, often without enough thought as to the consequences.
>
> You cannot change attitudes etc (eg gender equity) by legislation - only by education. These issues should be included only where relevant - if at all - in school charters.
>
> Find some way to cut down the administration load on both trustees and staff. The government must address this problem.
>
> Pure administrative matters should not have to be attended to by the BoT, only areas with a direct bearing on parental input.
>
> Less responsibility on parents, and return to the teachers doing the job.
>
> Provide schools with more resources.
>
> Too much has been placed on individual schools, eg protocols for hiring and firing could be national rather than drawn up for each school.
>
> Take some overseas advice on how a similar programme to **Tomorrow's Schools** is failing 4 years on in New York and Great Britain.
>
> It's too late.

Finally, parents were asked to make any other comment on the reforms and their effects on their child's school that they wished to make. Just over a third of the respondents (227 parents) had a wide range of things to say here, often with passion. Their comments ranged from concerns about their own children: lack of academic or social progress, learning problems which had not been picked up at the school, or which could not be addressed for want of sufficient staff numbers or expertise, through to concerns about the toll of the reforms on those most involved in the school (without noticeable benefit as far as the parents commenting could see), and concerns about the future shape and health of the New Zealand education system.

> My child in his first year is in a class of 29 and I feel he doesn't get the attention he needs. There are also 2 children in his class who have learning difficulties. A lot for the teacher to cope with.

I think giving parents more say is good, but at the same time I think the Government is opting out of a lot that is really its responsibility.

I feel very fortunate that our daughter attends the school she does in that a lot of maintenance work was carried out before **Tomorrow's Schools** took effect. However I wonder how the school will manage to maintain itself and provide desired facilities in the future when so much fundraising is required by such a small community.

The government should have been prepared to pay for this transaction, eg by more direct help from the Ministry; extra fees for trustees over the first 2 - 3 years of the new system.

It is unfortunate that most parents often leave the running of the programme to the few who volunteer and time often doesn't allow for more involvement and consultation. The board, and this is my own opinion, feel that they are somewhat more important because the failure or success rest firmly with their own endeavours and they tend to be somewhat sceptical of any idea that doesn't come from within their own members.

In this community, with the personalities that are in the area, the new system does not work and never will without undertones or unsettlement.

I feel that when both parents are working and can't give total involvement helping the school, the child suffers.

I am not qualified to answer on administration, but I would like to see more time devoted to debating the quality of education and how we are teaching our children, rather than how efficiently are we running the school.

I wouldn't like to see my children's education hampered by financial difficulties and staffing changes.

I think with the varying different ethnic groups we now have attending the school, more emphasis should be given to the social structure of the schools as well as the academic side, to encourage a socially acceptable environment for children so they can feel at ease with who they are and from where they come from and find respect and tolerance for others. So that children see each other as nothing more than class or school mates.

I feel that these changes have caused undue stress and involvement on staff who are already under pressure through a high teacher-pupil ratio.

Our children are 'guinea-pigs' for this 'experiment'. We are not given any choice in the matter.

The changes have been made too quickly, with virtually no training being given to BOT members. Members have been left to sink or swim. Fortunately, due to the professionalism of staff and the many hours devoted by parents, I don't believe the education of our children has suffered. I do find it incredible that the work previously done by professional administrators could so easily be fobbed off onto well intentioned amateurs with little training and little back up support.

I believe more time and training should have been offered to incoming board of trustee members.

Far too much responsibility has been put on voluntary, untrained, well meaning parents who have made themselves available to be trustees. Parents in general have not been given more say in the running of the schools. Money has not been saved by the changeover, in fact schools seem to be worse off. The whole scheme is a government cop-out!

Seems to have been a lot of effort for staff, principal and board, to no equivalent increase in benefit to the school and pupils. A lot of valuable resources (eg time, teachers' energy) wasted that could better be put into teaching.

The school's purpose is to educate children. **Tomorrow's Schools** of necessity means that teachers and BOT members are concentrating on administration. As a result what is happening in the classroom is becoming secondary. This is not how it should be.

I think unfortunately some schools will be better than others through support and contacts they have.

The way things are run at present, basically the school only benefits from parents who are willing to contribute extra time and manpower to cover the budget shortfalls. This puts added pressure on parents who are generally very busy anyway - and therefore means that schools which raise more money fare better than others, thus creating an imbalance. The more affluent areas will therefore fare better than others, unbalancing the education system, and creating elitism.

We're no better off than we were before - the same problems still exist.

IV - TEACHERS

1 RESPONSE

Completed questionnaires were received from 374 of the 546 teachers in the survey, a response rate of 68%. This is slightly less than the 75% response rate in the 1989 survey. Depending on the size of the school, between one and three teachers were randomly chosen from Ministry of Education staff lists for all schools in the sample which were not sole-charge. Responses were received from 200 of these 228 schools. As with the trustee sample, new names were added to replace teachers who had not responded to the 1989 sample, or whose names no longer appeared on the Ministry of Education lists for the schools in the sample. In contrast to the returns for trustees, the return rate was higher for newcomers to the survey (74%) compared with those teachers who took part last year (64%).

Teachers from schools in rural areas, with rolls less than 100, and those from full primary schools are under-represented in the findings presented below. Appendix A contains the detailed comparison of school characteristics with those of the sample of teachers responding.

Most of the respondents were women (79%), and Pakeha/European (84%); 8% were Maori, and 2% Pacific Island. Six percent described themselves as 'New Zealander'. Provisional data from the Ministry of Education's 1990 Education Services census shows 79% of permanent teaching staff, other than principals, were female; 77% were Pakeha/European, 6% Maori, and 2% Pacific Island. The personal characteristics of the respondents to this survey are therefore quite representative of teachers as a whole.

Thirty-four percent of the survey respondents held positions of responsibility - deputy principal, assistant principal, or senior teacher in the junior classes. This is slightly higher than the 29% in the Ministry of Education census. A much higher percentage of the male teachers who responded had positions of responsibility (56% male compared with 29% female); this imbalance was particularly marked at the Deputy Principal level (38% of the men, 9% of the women), but higher proportions of women than men held Assistant Principal and Senior Teacher positions.

Class size and position of responsibility were related to many differences amongst the teachers in their responses, and they have therefore been added to the school and personal characteristics used in the analysis which follows.

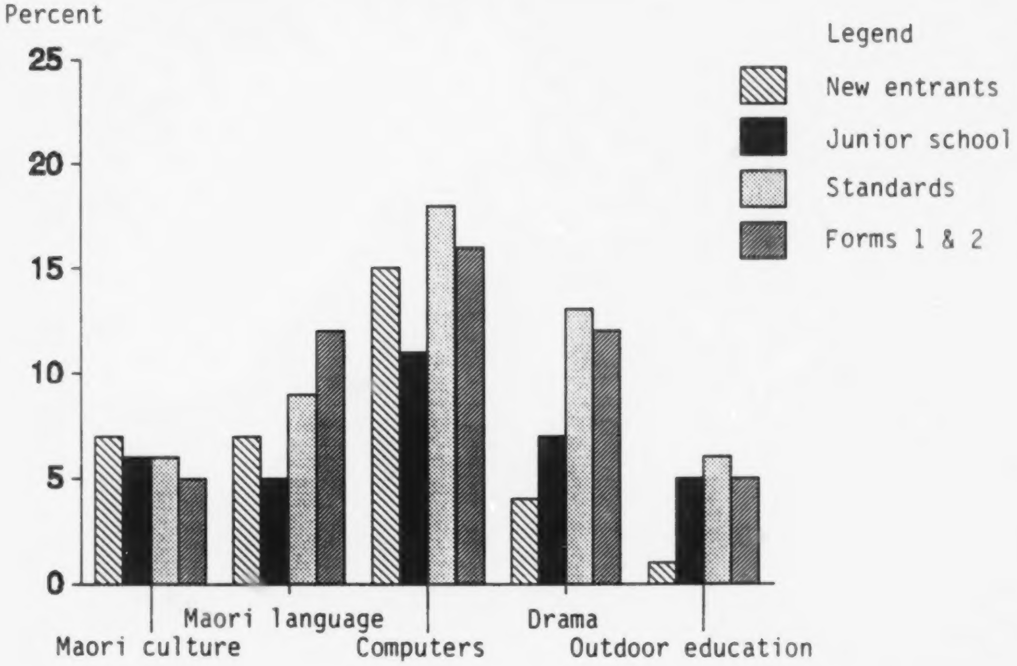
2 CURRICULUM AND ASSESSMENT

As with last year's survey, teachers were asked to say approximately how many hours a week children in their class would spend on the range of curriculum activities commonly taught in primary and intermediate schools. Some of these areas can undoubtedly overlap - for example, it is possible to develop art and craft (or technology) skills in preparing a social studies project, or in the wide-ranging 'developmental' programmes used by some schools. A number of teachers reported 'integrated' programmes, which, as the name suggests, aim to tackle several knowledge and skill areas simultaneously. The material in Figure B.c in Appendix B) shows concentration on the '3Rs', similar time each on science and social studies; and, in the creative and manual skills areas, more attention to physical education than to music or art. Contrary to some views, there is little evidence here that Maori culture or language are making large inroads into other curriculum areas, nor that the curriculum is focusing on 'social' rather than academic areas of knowledge and skills.

Thirty percent of the teachers in the survey would like to include other areas of knowledge and skill in their teaching. The existence of local curriculum differences is brought out by the appearance here of items which other teachers were able to include.

Figure 4.a

Curriculum Areas Respondents Would Like to Include



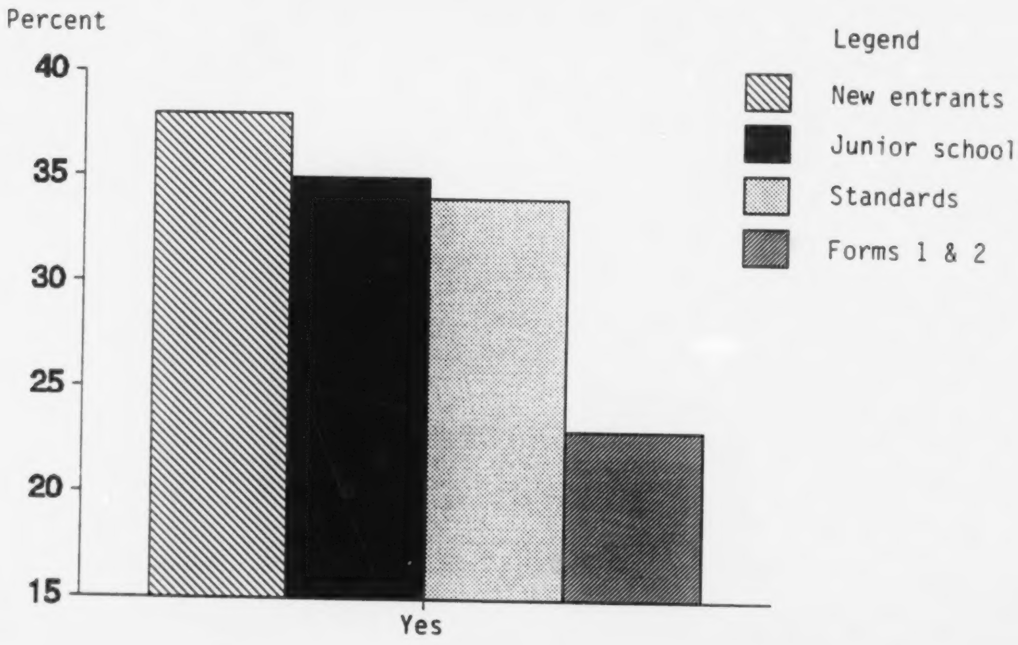
Other items mentioned included music, environment, integrated curriculum and media studies (2% each). Interest in including other curriculum items increases with school level. The main reason for teachers not including the curriculum areas they would like to was lack of class time. Lack of time was associated with class size: 11% of teachers of classes with fewer than 20 pupils gave this as a reason, compared with 29% of teachers with more than 20 pupils in their classes. Other reasons given for not including new curriculum areas were lack of financial resources, lack of training, and lack of confidence.

Some curriculum changes had occurred over the past year for 37% of the teachers in the survey. Seven percent were linked to changes to a national or regional syllabus; but the others reported reflect local initiatives, such as taha Maori (8%), Maori language (8%), computer work (5%), the integration of different subjects, a more interactive teaching style, and more time on social skills.

One of the aims of the **Tomorrow's Schools** reforms was to increase parent involvement in schools. While curriculum is central to teaching, it is not an easy area for parents to be involved in without effort on both sides.[1] To what extent were parents involved in the changes reported here? Sixty-two percent of the teachers who reported a change in curriculum also reported parent involvement in that change. Involvement ranged from consultation on policy, development of the programme, mainly in Maori, health, and religion, to meetings to explain the changes.

Figure 4.b

Parent Involvement in Curriculum Change



A third of the teachers said that parental interest in the curriculum they taught had increased. There appeared to be no association, however, between parent involvement in changes to curriculum and increased parent interest, as perceived by teachers.

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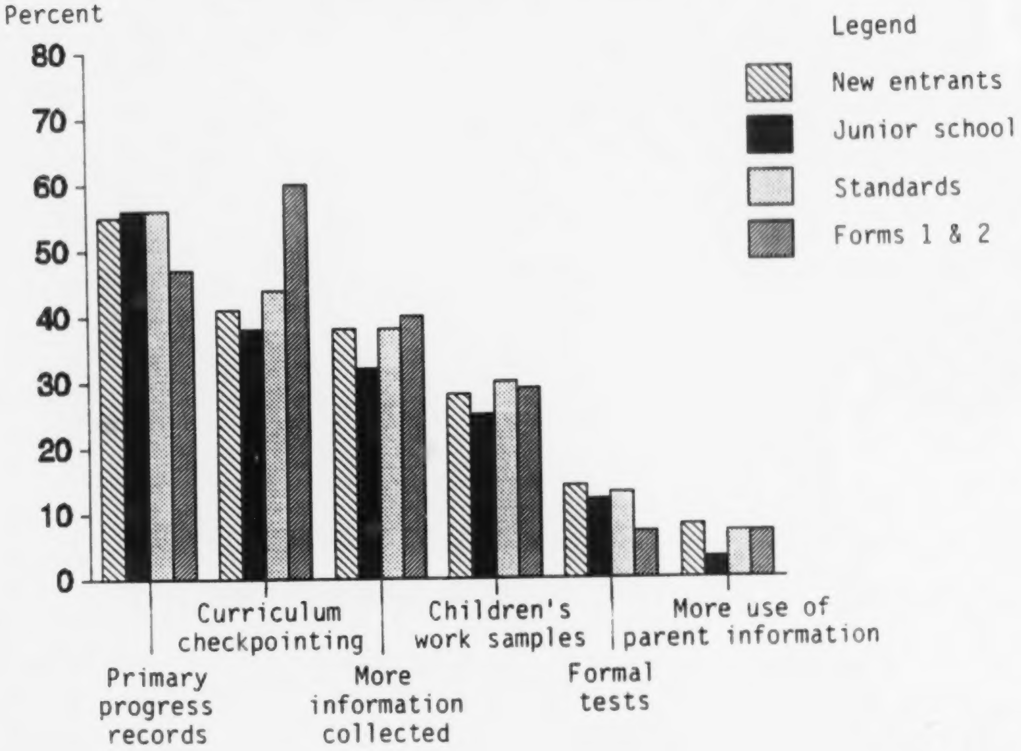
[1] A useful description and analysis of varying initiatives with parent involvement in curriculum development is the study by P Ramsay *et al* (1990). *"There's No Going Back"*. Education Dept, University of Waikato.

Changes in Assessment

While the reforms themselves, with their emphasis on school accountability to both government and parents, usher in an era of increased focus on achievement and performance, 1990 was also the year for the universal introduction of the new Primary Progress Records. Quite a number of schools were already using these of their own accord. The changes in their assessment practice noted by teachers (Figure 4.c below) show that the records were the main change to be made; other changes were in the same general direction of use of curriculum checkpoints, and providing records of achievement for parents and other teachers.

Figure 4.c

Changes in Assessment 1989 - 1990



While 62% of the teachers who had had changes in their assessment practices found them useful, 64% described them as time-consuming. Only 8% thought they were unnecessary. Just over half of those who thought the changes in their assessment practice were useful also thought them time-consuming. Differences in teacher judgements about the changes were not linked to the type of change, nor the length of teaching service (as some have speculated).

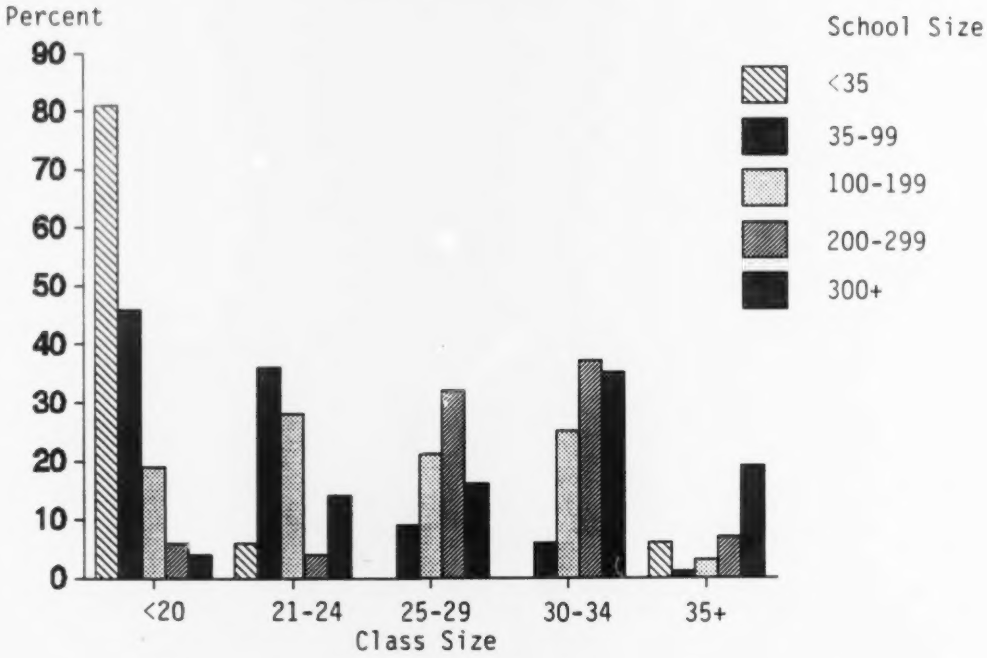
The size of a teacher's class, however, made a difference to the judgement that the assessment was time-consuming, rising from 36% of those teachers with fewer than 20 pupils to 53% of those with more than 20 pupils. This difference could have implications for the successful implementation of the proposed national assessment system of set tasks at set levels, if teacher-pupil ratios also increase.

Class Size

The teacher-pupil ratio by which a school's staffing level is currently decided is not the same thing as the actual number of children taught by each teacher, though many parents and some teachers have perceived them as one and the same. The ratio covers administration, specialist and remedial teaching as well as actual classroom teaching, and is linked to a staffing schedule which increases by steps related to groups of pupils rather than increasing incrementally with each individual.

Class sizes reported in this survey were linked to the level they taught (See Figure B.e in Appendix B). Teachers from full primary schools had more classes under 25 than their contributing school counterparts, urban teachers had much fewer of this size class than their rural and small town colleagues. School size was also associated with class size, as the next figure shows.

Figure 4.d
Class Size by School Size



As explored in the chapter reporting parent responses to the survey, class size is important to parents, and is often used by them as a quick gauge of the quality of their child's education. It appears from the material reported here and later in this chapter that class size does have an appreciable impact on teachers' work. In the next section on resources available to teachers, class size was one of only three variables associated with differences in teachers' assessments of adequacy of their resources.

3 RESOURCES AVAILABLE TO TEACHERS FOR THEIR WORK

Just over two-fifths of the teachers in the survey said they had adequate resources, or access to them, for their programme. This is less than the 1989 survey figure, but not significantly so. Teachers with fewer than 20 pupils were much more satisfied with their resources than were their colleagues with larger classes. Class level and school characteristics were not associated with any variation here, apart from a much lower rate of satisfaction for intermediate school teachers in comparison with their primary school colleagues. Only 21% of the Maori respondents in the survey felt they had adequate resources compared with 44% of Pakeha/European.

Table 4.1

Areas where Material is Inadequate

Resource	1989 % (n=197)	1990 % (n=211)
Art equipment and materials	<4	16
Audio/visual equipment	15	21
Computer/s	6	28
Curriculum initiatives introduced with school charter	-	4
Library/reference material	9	18
Mathematics	24	26
Musical instruments	4	18
Physical education/sports	<4	12
Reading books	23	24
Resources for Maori education	<4	23
Science materials	4	19
Social/cultural studies	5	17
Tapes/videos/records	6	21

The 1989 survey question was open-ended, whereas the 1990 survey provided options to tick. This may explain some of the apparent increases. Almost all the teachers also made resources themselves to use with their classes.

Some kinds of school appeared to be shorter of resources in some areas than others. Teachers from schools with high Maori enrolment reported inadequate resources more often than those from other schools in the area of Maori education (33% compared with 21%). Reported shortage of mathematics equipment rose steadily with school size from 6% in schools with rolls under 35 to 32% in schools with over 300 pupils. There was a probably related level of inadequacy reported by intermediate school teachers for their mathematics equipment (44% compared to 23% for primary school teachers), and also for computers (44% intermediate, 26% primary), and art (28% and 14%).

Table 4.2

Adequacy of Teaching Environment

Adequacy	Adequate 1989 %	Adequate 1990 %	Inadequate 1989 %	Inadequate 1990 %	Could be Improved 1989 %	Could be Improved 1990 %
Classroom space	58	54	11	13	30	32
Furniture	48	45	14	15	37	39
Recreational space	86	71	14	15	37	39

Just over three-fifths thought their school library was adequate to meet their pupils' needs, 24% that their school library did not have enough resources for the children in their class, and 21% that it lacked space to cater for the children. These answers are very close to the answers given in the 1989 survey, showing no dramatic changes over the first year of school-based management. Not surprisingly, the perception that the classroom space was adequate declined steadily as class size rose, from 66% for teachers with classes less than 20, to 35% for those with classes of more than 35.

Ancillary Help

The proportion of teachers having some ancillary help in their classroom, 52%, is also almost identical to the 1989 figure, showing no great improvements in provision from the switch to school-based management of the operational grant. Table 4.3 shows the kind of help which teachers received with their classroom work. Twenty-seven percent of the teachers had ancillary help in one area only, 17% in two, 6% in three areas, and 5% in four or more.

Table 4.3

Forms of Ancillary Help in Classrooms

Ancillary Help	1989 % (n=219)	1990 % (n=194)
Help for children with disability/special learning needs	13	26
Help with mathematics	12	9
Help with writing	7	6
Helping individual children with reading or language	32	31
Preparing classroom materials	21	17
Publishing children's work	-	3

The increase in assistance of children with special learning needs may reflect the spread of mainstreaming (now called inclusion), and the ability to apply for tagged funding through the Ministry and SES for these children. There were no variations in ancillary help associated with school characteristics or class size; but more teachers at the new entrant level received over five hours help a week compared with others.

Seventy percent of the teachers in the survey said they could use more ancillary help. 15% felt they did not need any (more), and 9% were not sure. Class size was the one variable which appeared to make a difference; 60% of those with classes with less than 25 pupils felt they could use more help compared with 81% of those with 25 or more pupils. Thirteen percent would like more than five hours a week more help, 22% between two and a half and five hours a week, and 36% less than two and a half hours. Interestingly, there was more interest shown in having more than two and a half hours more ancillary help a week by teachers already enjoying some ancillary help than those with none (43% compared with 27%).

Parent Help

Just under half the teachers had parental help in their classroom work, a figure not significantly less than the 61% in the 1989 survey. A fifth of the teachers had help with one area of classroom activities only; 13% with two, 8% with three, and the remaining 6% with four or more.

Table 4.4

Parent Help in the Classroom

Form of Parent Help	1989 % (n=200)	1990 % (n=182)
Helping children with reading/language	32	27
Helping children with writing	15	15
Helping with projects/electives	n/a	13
Preparing classroom materials	24	12
Publishing children's work	n/a	12
Helping with mathematics	<4	8
Helping children with disabilities	4	3

There appears to be a decline in the parental help given to the making of classroom materials over the past year.

While 49% of the teachers said they had no problems with parents' involvement in the classroom, 35% did report some, as outlined in Table 4.5.

Table 4.5

Problems with Parent Help in the Classroom

Problem	% (n=131)
Help is not reliable	21
There is not enough time to train/brief them	17
Not enough parents help	14
Parents can be indiscreet	14
Parents can be judgmental of children	12
Parents can be interested in helping only their children	11
Teacher feels under scrutiny	10

Nonetheless, there was no difference between these teachers and others in their desire to have more help from parents. Overall, 47% would like more help from parents, with Maori teachers in the survey showing more interest than Pakeha/European (76% compared with 45%).

Table 4.6

Areas Where Teachers would Like More Parent Help

Area	% (n=171)
Reading	13
Preparing classroom materials	13
Mathematics	9
Everything/anything	7
Publishing children's work	7
Writing	6
More of the same/more regular	6
Language	5

Other areas mentioned were helping children with special learning needs (3%), sports and physical education, and Maori studies (2% each).

Almost all the teachers in the survey also had parent help on class outings, most going out with their classes once or twice a term. Fifteen percent went out two or three times a term, and 8% more than this. There was little difference from the frequency of outings reported in the 1989 survey. This question was asked because one of the pointers of good quality schooling identified by the London longitudinal study of primary school pupil progress, *School Matters*, was the opportunity for children to go beyond their own classrooms in their education.

Another pointer identified by the London study was the stimulation provided by visitors from outside the school. Half the teachers who responded had visitors once or twice a term, 17% between three and five times a term, 6% between six and ten times, and 12% more than ten times a term. Fourteen percent described visitors as rare.

The topics covered by visitors seem likely to reflect both local curriculum interest, and, in some instances, lack of expertise on the permanent school staff. Teachers from rural schools reported more coverage of religious instruction, Maori culture, and Maori language than their urban and small town counterparts.

Table 4.7

Topics Visitors Cover

Topic	1989 %	1990 %
Police/traffic/civil defence	23	73
Social/cultural studies	60	61
Health	55	43
Religious instruction	3	43
Maori culture	<4	27
Music/drama/art and craft	14	26
Maori language	<4	18
Physical education	6	18
Science/mathematics	23	10
Reading	5	8
Careers	4	2

Information about Pupils from Other Sources

Another important resource for teachers is useful information on their pupils from various sources. Table B.2 in Appendix B shows the range of information received by teachers. The biggest change from 1989 was the growth in accumulation of work samples: this is part of the new Primary Progress Record. There appear to be slight declines, however, in material gained by discussions with parents/caregivers, and the teacher's own classroom observations. This may reflect both the new emphasis on other forms of assessment, and additional administrative work which has come to schools with the **Tomorrow's Schools** reforms.

Overall, however, the quality of information available to teachers from their colleagues was either the same as before, or showed some improvement.

Table 4.8

Changes in the Quality of Information on New Children Available to Teachers

Source	Same %	Declined %	Improved %	N/A %
Early childhood centres	29	2	3	46
Other teachers in your school	61	1	16	0
Other schools	68	4	13	0

4 PROFESSIONAL DEVELOPMENT AND SUPPORT

One of the hallmarks of effective innovation, particularly for school-based management, identified by overseas research is that there is a strong emphasis on staff development, and for non-teaching time to allow teachers to plan, work with parents, prepare materials, update their curriculum knowledge and teaching skills, analyse pupil assessment, and evaluate their own work.[2] This survey therefore asked questions about teachers' training, major sources of information and advice, non-teaching time, and work hours outside class hours.

Non-teaching Time in Class Hours

Only 32% of the teachers had regular non-teaching time, almost the same as the 35% in the 1989 survey; though the 1989 survey also had an over-representation of teachers in positions of responsibility, which would have given a higher result. Just over two-fifths of the teachers in positions of responsibility in this survey had some non-teaching time, compared with 27% of their colleagues; they also had slightly more time. The distribution of non-teaching time is more even and more widely distributed amongst staff than it was in the 1989 survey: which means that while more are getting one or two hours a week, fewer are getting three to four hours. Ten percent overall said they were getting more non-teaching time this year than last, 21% the same, and 4% less. However, the total overall amount does not seem to have increased. This may reflect additional teaching responsibilities arising from the greatly increased administrative workload of principals.

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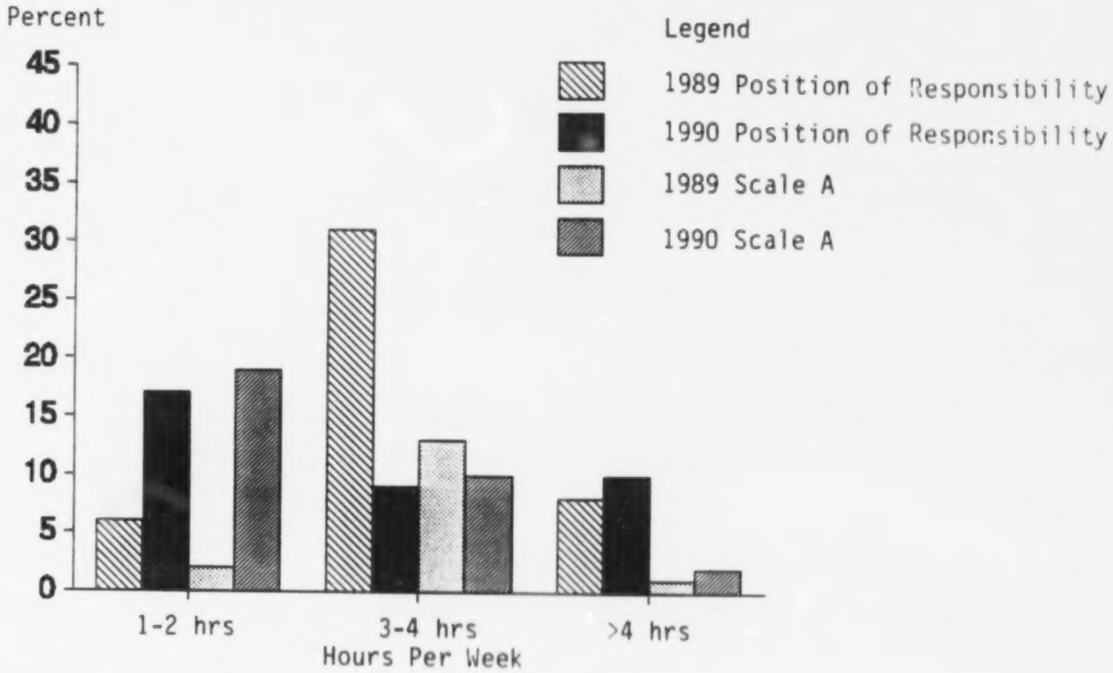
[2] See, for example, Clune & White (1988). *School-based Management: Institutional Variation. Implications and Issues for Further Research.* Centre for Policy Research in Education, USA;
David, J. (1989). 'Synthesis of Research on School-based Management'. *Phi Delta Kappan*, May 1989, 45-52;
Fullan, M. (1982). 'Research into Educational Innovation'. *The Management of Educational Institutions* (ed) H L Gray. Falmer Press, 245-261;
Miller & Lieberman (1988). 'School Improvement in the US: Nuance and Numbers'. *International Journal of Qualitative Studies in Education* 1(1), 3-19;
Mortimore *et al* (1988). *School Matters*. London, Open University Press.

Figure 4.e
Hours Per Week of Regular Non-teaching Time



How did teachers use their non-teaching time?

When the answers given here are compared to those supplied to a similar question in the 1989 survey, it seems that the new administrative tasks accompanying the **Tomorrow's Schools** reforms have been added to the work done in non-teaching hours, rather than supplanting the work of staff development, preparation and assessment. This is particularly marked for those in positions of responsibility. However, given the lack of increase in non-teaching hours since 1989, it would seem that the time given to some duties has been cut back, or shifted to out of school hours, including teachers' own time.

This conclusion is borne out by the increase in the out-of-class hours worked by teachers since the 1989 survey. Only 5% of the teachers were working the 37.5 hour week which is supposed to be worked by other public servants. [3]

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[3] Teachers are generally on duty six and a half hours a day, including lunch and 'break'

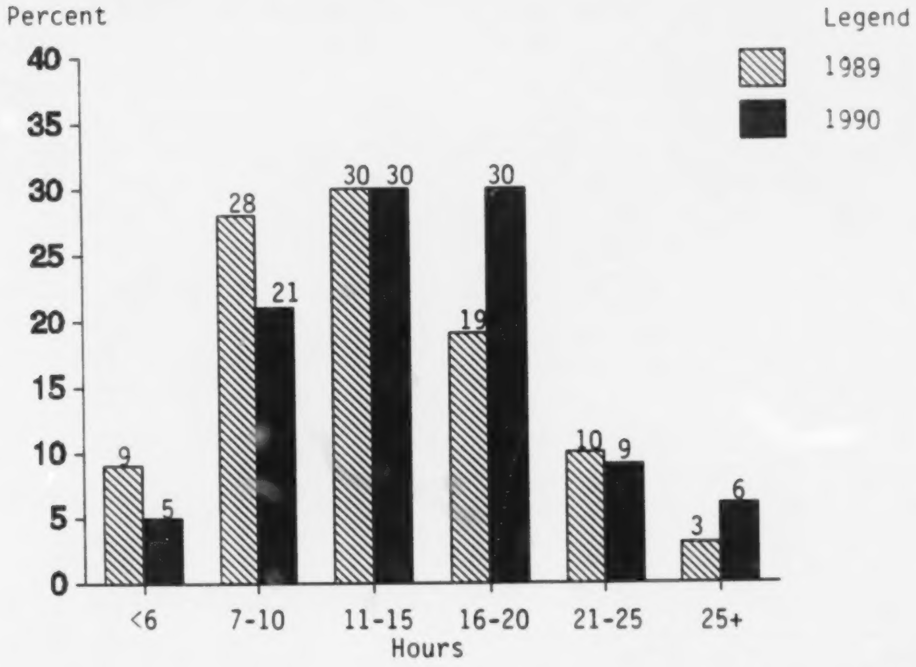
Table 4.9

Teacher Use of Non-teaching Time

	Teachers in position of responsibility % (n=127)	Others % (n=237)	All %
School administration	29	5	13
Update pupil records	25	19	21
Develop school policy	23	3	10
Observe other staff	23	4	10
Test children	21	12	15
Discuss work with other staff	21	15	17
Plan lessons	19	17	18
Purchase resources	18	8	12
Talk to parents	17	5	9
Discuss with staff in other schools	11	5	7
Talk with trustees	6	1	2

Figure 4.f

Teachers' Average Work Hours Per Week Outside Class Hours



More teachers in positions of responsibility worked 16 or more hours a week outside class hours (64%) compared to other teachers (35%). Table 4.10 gives some idea of the tasks that take this additional time of teachers.

Table 4.10

Average Hours per Week of Teachers' Outside Class Time Given to Key Teaching and Administrative Tasks

Task	Up to 2 hrs %	2-5 %	6-10 %	11-15 %	More than 15 %
Preparation	9	34	38	14	3
Marking assessment and report writing	31	44	16	3	1
School meetings and contact with parents	57	30	6	1	1
Training/staff development/ receiving advice	65	14	3	0	0
Materials and equipment	61	13	4	2	0
Policy/curriculum development	65	11	2	1	0

Other School Duties

Teachers were also asked what other duties they had in their school besides responsibility for their class, as shown in Table 4.11 overleaf.

Other duties mentioned included grounds maintenance, equipment maintenance, tutor/teacher for beginning teacher, organising special events in the school, bus duties, organising staff meetings and noticeboard (2% each). To this can be added participation in school fundraising: only 5% of the teachers said they took no part in this. Over two-thirds helped organise school fundraising, just over half the teachers bought goods or services that the school was selling to raise money, and a quarter also donated money. Some specific and possibly unusual contributions mentioned included waitressing at or attending school cabarets, raising livestock, and cleaning the school.

Table 4.11

Teachers' Non-Classroom Responsibilities

Responsibility	1989 %	1990 %
Responsibility for a specific curriculum area	87	83
Storage/maintenance of records	n/a	61
Development of school policy	n/a	46
Sports supervision training	44	39
Staff representative on Board of Trustees	n/a	28
Pupil counselling	n/a	25
Teacher appraisal	n/a	24
Liaison with group of parents	37	23
Library	27	23
School play/display day	31	22
Fundraising	n/a	21
Health	24	18
NZEI representative	n/a	17
School choir/orchestra	6	16
Computers	n/a	15
Cultural club	17	9
School newsletter	11	6

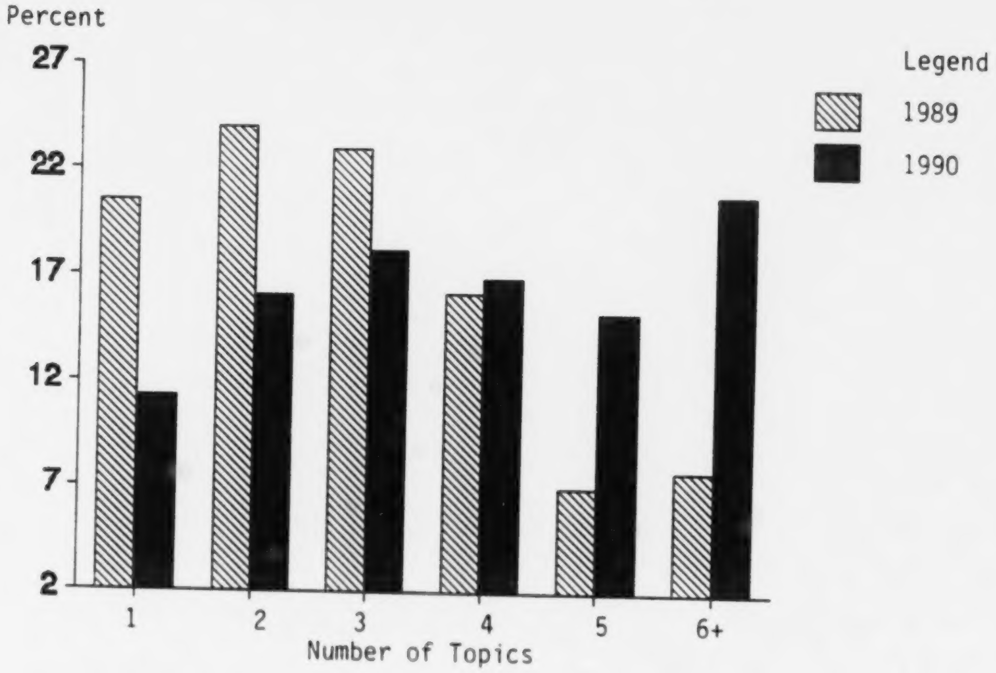
Professional development

There appears to have been an increase in both the number of teachers taking part in inservice training since the 1989 survey, (Figure 4.g) and in the number of topics they covered (See Table B.3 in Appendix B).

Most of the topics were curriculum based, with more training in the curriculum topics which were recently identified as core to the new national curriculum: mathematics, computers (technology), and science. There was also increased coverage of pupil and teacher assessment, and special needs. Twenty-nine percent of the teachers in the survey said they had had more training than the previous year; 35% said they had had the same amount; 21% said less, and 10% were not sure.

Figure 4.g

Number of Topics Covered in Inservice Training



Sources of Staff Development

Advisors were still the main source of teacher training (80%), followed by other school staff (51%), college of education staff (30%), other teachers in local schools (26%), and private firms (25%). Other sources included commercial sponsors (3%), emergency services (3%), Maori community or kaiaho reo (2%), reading recovery tutors (2%) and psychologists (2%). School characteristics were linked to some differences here: advisers were more frequently used in rural than urban or small town schools; the use of other teachers within the school grew with school size, as did the use of teachers from other local schools.

The emphasis on locally available sources was repeated in the people teachers trained with. Only 7% had trained with teachers from round the country, and 9% with other teachers in the region. Almost three-quarters of the training was with other school staff only; and 38% with the local cluster group. Additionally, 18% of the teachers had also received training with trustees. Interestingly, teachers in rural and small town schools were more likely than their urban colleagues to train in cluster groups. Use of cluster groups declined, and training with the school staff alone rose as school size rose.

The in-house nature of much of the training may indicate that the shift to local school management is identifying and suiting local needs. An accompanying question, however, would be whether this was at the cost of the stimulus afforded by outsiders, and the danger of a growing insularity.

While most of the teachers had had inservice training during class hours, a lot was also taking place outside these hours, as shown in Table 4.12.

Table 4.12

Time When Training Took Place

Time	%
During school hours	88
After school hours	68
Evening	24
Weekend	19
Lunch breaks	9
School holiday time	7
Before school hours	6

Three-fifths of the teachers in the survey had also undertaken some training in their own time in 1990, slightly more than the 42% who reported doing this in 1989, and more than the 39% who then intended to undertake some training in 1990. Most of these had received training on only one topic. A third of the teachers had had financial support for this training from their board of trustees; another third had (in some cases, also) paid for themselves.

Table 4.13

Topics Studied in Teachers' Own Time

Topic	% (n=224)
Curriculum area	42
Tomorrow's schools changes	13
Administration/management	13
Interpersonal skills	8
Community consultation	3
Other	8

What did teachers want to cover in 1991?

Table 4.14

Topics Teachers Would Like to Cover in Inservice Training in 1991

Topic	%
Computers	41
Pupil assessment	31
Art/music/drama	23
Maths	21
Teacher appraisal	20
Special needs	17
Child behaviour	17
Written language	16
Maori language	15
Science	15
School administration	15
Reading recovery	15
Reading	14
Learning needs of specific group of children	12
Maori culture	9
Library skills	9
Policy writing	7
Working with parents	7
Health	4

Almost two-thirds of the teachers ticked three topics that they would like to cover in inservice training in 1991, with 14% wanting one or two, and 20% between four or more (20 topics were given). Advisors were the most popular source of inservice training (72%), followed by experienced/successful teachers from other schools (65%), then college of education staff (39%), and experienced/successful teachers within the school (24%). The comparatively low number in support of in-house training, in relation to the 51% of teachers in the survey who had received their training this way underlines the desire (and need) to avoid insularity in staff development.

Just over half the teachers intended undertaking some training in their own time also, and a further 28% were unsure if they would. In the comments here, 9% mentioned barriers to such training of cost, family responsibilities, and tiredness.

It would appear that teacher interest and school support for staff development was unchanged or improved since 1989. The use of advisors as respected outsiders able to come to a school remained high. The popularity of this service amongst teachers is worth noting in the light of the recent review of advisory services which suggested absorbing advisors into the general staff of colleges of education.

Sources of Advice and Information

Advisors and others locally available also played a prominent part in the major sources of teachers' advice and information.

Table 4.15

Three Major Sources of Advice and Information

Sources	Curriculum Areas	Teaching Methods	Assessment Methods	Needs of Pupils	Commun- with Parents	School Managt & Orgn.	Conditions of Employment
Advisors	74	68	50	46	18	29	12
Other Teachers in the school	66	68	65	50	63	58	43
Principal	44	39	71	29	76	89	72
Teachers in other schools	35	44	34	28	14	21	14
Books & journals	53	38	40	29	9	18	22
Community contacts	9	4	2	44	21	3	3
NZEI	6	3	4	2	3	12	72
Trustees	1	0	1	0	22	24	25
Parents	2	2	1	26	36	5	1

Only 17% of the teachers in the survey felt they were missing out on needed advice and information, with a further 27% unsure. The areas they identified were perhaps more to do with information needs than advice. Topics most mentioned were relationships and roles in the new school environment, positions available, and assessment/teacher appraisal. Slightly more (22%) felt their school was missing out on needed advice or information, with a further

31% being unsure. Teachers in positions of responsibility were more likely to feel their school was missing out on some advice/information than others (27% and 18% respectively). Again, a variety of areas were mentioned, with the main themes being school relationships and roles, budgeting, and Treaty of Waitangi and other Maori concerns.

Teacher Appraisal

One of the common charter components was that schools should develop their own policy of regular appraisal of teachers' performance so that continual improvement and identification of any training needs could be made. The literature on performance appraisal makes it clear that it needs to be separated from salary issues for it to achieve its intended goals.[4] So far, perhaps because teachers' salaries have been excluded from school's operational grants, this separation has been maintained. Thirteen percent of the teachers who responded to the survey described the school's appraisal process as very helpful, 36% thought it was of some use, and only 4% said it was not helpful.

Teachers from 87 of the 200 schools in the survey said their schools had developed such a policy. The table below shows that the principal is the major participant in appraisal processes so far developed.

Table 4.16

Participants in Teachers' Appraisal

Appraisal of	Senior teachers %	Other teachers %
Board member	4	2
Parents/community	1	1
Principal	35	31
Senior teacher	14	33
Teacher	5	10

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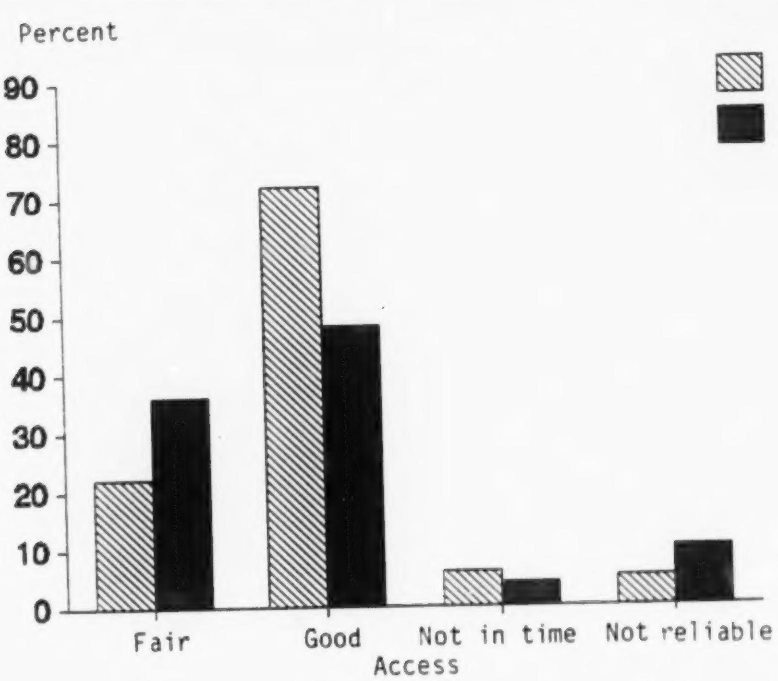
[4] See, for example, P.R. Scholtes (1989). *Performance Appraisals: New Directions*. Wellington, DSIR, and Ivan Snook's June 1991 paper to the West Auckland Principals' Association Conference, *Accountability and the Principal*.

5 TEACHERS' ACCESS TO INFORMATION AND INCLUSION IN DECISIONMAKING

One of the hallmarks of 'effective' or 'excellent' schools is the inclusive and collaborative nature of school decisionmaking.[5] A major principle of **Tomorrow's Schools**, in line with this, was that decisionmaking should occur 'as close as possible to the point of implementation'.[6] There has, however, been some decline rather than improvement in teachers' assessment of their access to information on matters which affect their work.

Figure 4.h

Teachers' Access to Information Which Affects Their Work



Rural teachers were more likely to describe their access as good than were their urban or small town colleagues; but both urban and rural teachers were much less likely than their small town colleagues to say it was not reliable. There were more Maori than Pakeha/European teachers who described their access as too late.

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[5] See: the earlier-mentioned London study, *School Matters*, and the very useful summary by David Reynolds, 'Research on School/Organizational Effectiveness: the End of the Beginning?' in Saran, R and V Trafford (eds) (1990). *Research in Education Management and Policy: Retrospect and Prospect*. Falmer Press, 9-23.

[6] *Tomorrow's Schools*, p iii. Sections 1.2.16 and 1.2.17 contained companion expectations that teachers would be involved in collaborative decisionmaking in the school.

Teachers' part in decisionmaking remained much the same as it was in the 1989 survey; and since there were more teachers with positions of responsibility in that survey, this indicates that there may have been slight improvements. It is certainly encouraging that fewer teachers felt their views were not sought in the area of staff development. The figures for inclusion in decisionmaking were lowest of all for the new policy area of teacher appraisal; however, 12% of the teachers said their school had yet to develop their policy in this area, and this might explain what would otherwise be a disquieting comparison.

Teachers in positions of responsibility had a much larger part in decisionmaking than their colleagues, however. This was most marked in the areas of teacher appraisal, budget allocation, and assessment policy.

Table 4.17

Teachers' Part in School Decision Making

Area	Part of decision making team		Listened to by decision-makers		Views not sought	
	PR %	Other %	PR %	Other %	PR %	Other %
Curriculum	93	58	25	41	3	13
Discipline & rewards policy	79	46	28	39	6	18
School organisation	87	46	30	44	2	19
Assessment policy	80	41	27	40	2	21
Staff development	74	42	37	47	2	16
Budget allocation	66	35	45	46	7	24
School decoration & furnishing	50	38	41	40	14	24
Teacher appraisal	58	22	25	24	7	30

NOTE: PR signifies Position of Responsibility.

Teachers and principals were both asked to describe the relationship between school staff and principal. Fewer rural teachers reported problems than their urban or small town colleagues; intermediate school teachers reported problems more often than with their primary colleagues. Size only made a difference for those in schools with rolls less than 35 (6% compared to 25% for others).

Table 4.18

Relations Between the School Principal and School Staff

View	Principals % (N=204)	Teachers % (N=371)
Excellent - very good	60	45
Good	29	24
Satisfactory	6	14
Minor problems	4	10
Major problems	0	8

The major themes of those who commented here were principals' need to address school administration, sometimes at the cost of professional leadership, and their heavy workloads with the resultant pressure this could create in a school.

How had the shift of operational money to schools affected spending at the school? The picture is mixed, possibly reflecting the individual variance amongst schools in their inheritance of physical plant, and resources (some made available through local fundraising).

Table 4.19

Teachers' Perception of Changes to Spending

Area	Classroom materials %	School administration %	Teacher development %
More than before	36	29	31
Same amount as before	38	25	29
Less than before	11	6	16
Not sure	13	37	22

Only a fifth of the teachers felt that there was an area of their school which had missed out on funding because it was not a budget priority in 1990; a further 30% were unsure. The major areas mentioned in comments here were curriculum resources and school maintenance. A few also noted that some areas had missed out because no-one had been responsible for them.

Just under two-fifths of the teachers who responded reported that their schools had increased their fundraising efforts; nine percent were unsure. This would be another call on teacher workloads, since 69% of the teachers contribute to their school's fundraising efforts by organising as well as buying.

Staff Meetings

Staff meetings are an opportunity to gain information and hold discussions on issues that affect teachers and the work of their school. The frequency of full staff meetings is almost identical to the figures for the 1989 survey. In 1990, 56% of teachers were from schools which had weekly staff meetings; 31% fortnightly, 14% as needed, and 1% monthly. Three-quarters of the teachers also participated in other staff meetings and groups.

Table 4.20
Teacher Participation in School Work Groups

Group Function	1989 %	1990 %
Develop curriculum	53	37
Develop policies	43	36
Make resources	23	14
Meeting with staff rep on BOT	27	17
Provide mutual support/advice	46	35
Syndicate/team meeting	74	71
Union meeting	19	14
Other	n/a	5

Overall, there appears to be a decline in the numbers taking part in groups. This could reflect the larger numbers of teachers with positions of responsibility in the 1989 survey; or it could reflect the additional workloads at schools since last year.

Access to School Charter and Views About It

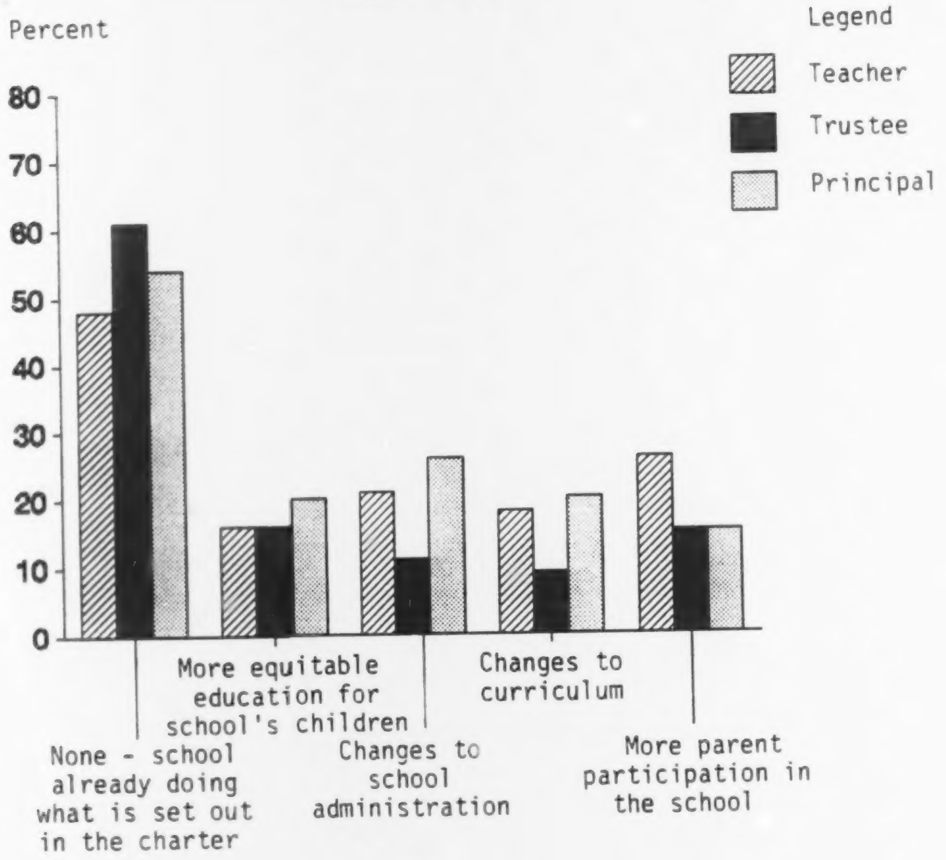
Most of the teachers came from schools where the charter was either approved (53%), or at the Ministry waiting approval (11%). Five percent reported that the Ministry had requested changes in their school document, and 3% said their schools were already redrafting the approved charter. Eleven percent said their schools were still drafting the charter - and a rather large 18% said they were not sure of the current status of their school's charter. Most of these were not teachers in positions of responsibility. If the charter is to feed directly into the life of the school, then it would be appropriate for every teacher to have a copy so that she or he can easily refer to it. Only 37% of the teachers who responded had a copy of their school's charter, with a higher proportion of teacher in positions of responsibility having their own copy.

Teacher expectations of further effect from their school charter were slightly higher than the expectations of principals, and much higher than trustees in the areas of curriculum changes, parent participation, and school administration.

Just over a third of the teachers felt that their school's charter had already had an effect on the school. A fifth of the teachers commented here: 5% that it influenced what they did in the school, including spending; 4% each that it had made the school more visible and that there had been more emphasis on Maori language and/or culture; and 3% that it had increased teacher workload.

Figure 4.i

Views of the Likely Effect of School Charter in the Next Few Years



Teacher Contact with School's Board of Trustees

There were slight declines since the 1989 survey in teacher contact with trustees through joint policy work, and trustee visits to classrooms (See Table B4 in Appendix B). This may be because of the completion of school charters, and, in the case of classroom visits, because trustees were no longer regarded as newcomers to the school. There were no differences in the kind of contact between teachers with positions of responsibility and others, apart from policy development (55% and 36% respectively).

Most teachers were satisfied with their contact with trustees; 6% were not sure, and 13% were dissatisfied. Dissatisfaction rose steadily with school size, from 0% in schools with rolls under 35 to 17% in schools with over 300 pupils. Not unrelated was a higher rate of dissatisfaction for intermediate school teachers compared to primary school teachers, though dissatisfied teachers were still in the minority.

There was little change in the contact that teachers have with the staff representative on the Board of Trustees: it appeared still to be either informal, or in the form of feedback rather than the presentation of a prepared view at board meetings (See Table B5 in Appendix B). This is an interesting finding in the light of the opinion of some who feared that staff representation on boards would result in staff 'capture' of boards. There is no evidence here of any organisation amongst teachers toward that end.

It should be noted that there was a reasonably high proportion of staff representatives amongst those who responded to the survey. More of the staff representatives in the survey also held positions of responsibility. Most teachers (62%) had only one contact with their board representative; 22%, two, and 10% three or four. Most of the teachers who were not staff representatives were satisfied with their contact with the staff representative; 9% were unsure, and 4% dissatisfied. Teachers were more likely to be unhappy with their contact if it involved nothing formal.

Table 4.21

Views of Relations between School's Teachers and Board Members

View	Trustee % (n=297)	Principal % (n=198)	Teacher % (n=371)
Excellent - very good	51	50	45
Good	33	26	28
Satisfactory	7	13	16
Minor problems	5	5	7
Major problems	0	1	3

It is interesting that teacher, trustee and principal views of the relationship between teachers and trustees were very similar. Slightly, but not significantly, more teachers and principals saw the relationship as only satisfactory, or with problems, than did the trustees.

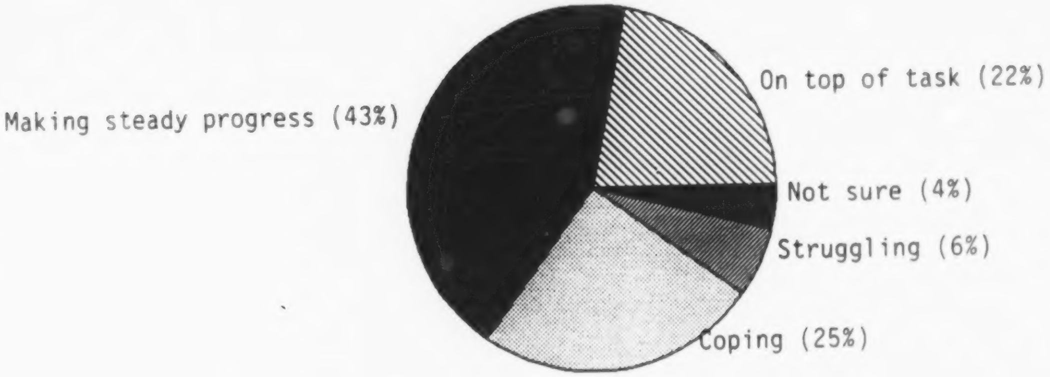
School characteristics played some part in the perception of problems: more problems were reported by teachers in schools in small towns than were reported by those in rural schools, or major cities. No teachers in schools with rolls less than 35 reported problems, compared to 7% for those in schools with rolls between 35 and 200, 11% in those with rolls more than 300, and 18% in schools with rolls between 200 and 300.

Interestingly, staff representative views here were not very different from those of other teachers, with a slightly more positive tinge overall. Only 5% of the teachers reported problems in staff relationship with both trustees and principal.

Teachers were largely positive about their board's progress in its first year. (See Figure 4.j) The main theme in the comments made was that the board had a lot of demands on it.

Figure 4.j

Teacher Views of Board Progress in the First Year



School characteristics played a small part here: teachers at contributing primary schools were more likely than their full primary or intermediate school colleagues to describe their board as struggling. But there were stronger associations between feeling that the board was struggling and teachers' perceptions of major problems in staff relationships with the principal, or that less money had been spent on the three areas of school activity asked about (See Table 4.19).

Table 4.22

Teacher Views of Major Issues Facing Their Trustees

View	% (n=260)
Funding/budgeting	31
Trustee capability/lack of training	17
Trustee workload	16
Policy writing	16
Standard of buildings/grounds	14
Consultation/communication with school staff	7
Selection of new staff/principal	7
Keeping/increasing parent support	5
Consultation/communication with parents	4
Trustee resignations	4
Trustee understanding of education	4

Other issues which teachers thought their board would have to address were school payment of teachers' salaries, the occupancy agreement, implementing the charter and school policies, implementation of bilingual policy, and dealing with the Ministry of Education (3% each).

Teachers who were also staff representatives on their school's board of trustees thought the major issues were buildings and ground maintenance, trustee workload, policywriting, keeping parents interested, and full bulk funding.

A sample of the comments made here:

> The extremely heavy workload imposed on them remembering that they all hold down jobs themselves.
>
> Finance - lack of, and the need to fundraise to keep heads above water.
>
> Lack of school policies, and lack of real interest in them by certain BOT members.
>
> Find their way through the educational administrative jungle.
>
> Unsure of what to do or where they are going. An inability to complete tasks.
>
> Fair distribution of workload.
>
> Listening to the needs of the teachers, not just the principal.

Community consultation - they think it is a waste of time: "they're not interested", they say.

Getting on to decide things which benefit children rather than push paper around.

Setting priorities.

Appointments

Boards of trustees now have power to hire and fire teachers. When the **Tomorrow's Schools** reforms were originally announced, there was some concern expressed by teachers, and others, that this might result in parochial decisions, and that it would be difficult to maintain momentum on affirmative action already begun, in order to reach the desirable goal of equal employment opportunities in schools for women and Maori. This survey did not seek statistical information on the latter score, though anecdotes abound. Teachers were asked, however, for their views of the appointment process at their school.

Table 4.23

Teachers' Views of their School's Appointment Process

Teachers' Views	% (n=298)
Gives advantage to people already working in the school	30
Puts pressure on principal	30
Fairer all round	21
Less fair all round	15
Not sure	9
About the same as previous system	5
Gives advantage to people not known in school	5

Seventy-eight percent of the teachers came from schools where appointments had been made in the past year. Schools where no appointments had been made in the previous year were more likely to be rural, full primary, and with rolls under 100. Teacher views of the appointment process in their schools expressed reservations that were not found in trustee and principal views.

As school size rose, so did teachers' perceptions that the appointment process in their school was less fair all round, that it gave an advantage to people known to the school, or that it put pressure on the principal.

Some of the range of comments made here:

> Our appointment was for a principal. I feel it gave the chance for the applicant's personality to be considered and educational views known in order to best match the school.
>
> I think a lot of schools are writing job descriptions for people in the school or someone known - quite unfair.
>
> It sets back women's chances of promotion.
>
> The single worst feature of the new system. It lays everyone open to the charge of "It's who you know that counts."

Not surprisingly, an improvement in the appointment process of their school was the second most popular change, sought by teachers following reduction in the school administrative workload.

The Impact of the Reforms

Slightly more than half the teachers who responded felt there had been no impact yet from the reforms on their work; a positive impact was reported more than a negative impact for all the areas asked about - apart from teacher work satisfaction, and workload. Thus, while the overall picture for the first full year of the reforms is encouraging, the effect on those who are responsible for the professional work of schools is cause for thought.

Table 4.24

Teachers' Views on the Impact of Tomorrow's School Changes

View	Major +ve %	Minor +ve %	No impact %	Hard to tell %	Minor -ve %	Major -ve %
Teaching content	6	23	55	9	6	2
Teaching style	3	14	59	17	4	1
Quality of children's learning	5	19	53	23	5	1
Relations with fellow teachers	5	12	59	14	5	2
Relations with parents	5	19	55	13	6	1
Job satisfaction	6	13	32	11	24	9

School characteristics played a mixed part here. Intermediate school teachers reported a much higher increase in workload and more negative impact on their job satisfaction (48% describing a negative effect). They also noted more minor negative effects on what they taught, more minor positive effects on how they taught. Teachers in schools with rolls below 35 were the most likely to report major positive effect in their relations with parents, and least likely to report a major increase in workload. They experienced fewer less negative effects on job satisfaction compared to larger schools. Minor improvements in the quality of children's learning were lowest for those in schools with very low Maori enrolment. Major increase in job satisfaction was most marked for teachers in schools with high Maori enrolment.

Teachers in positions of responsibility were more polarised in their views, reporting both more major negative and major positive impacts of the changes on their job satisfaction than others.

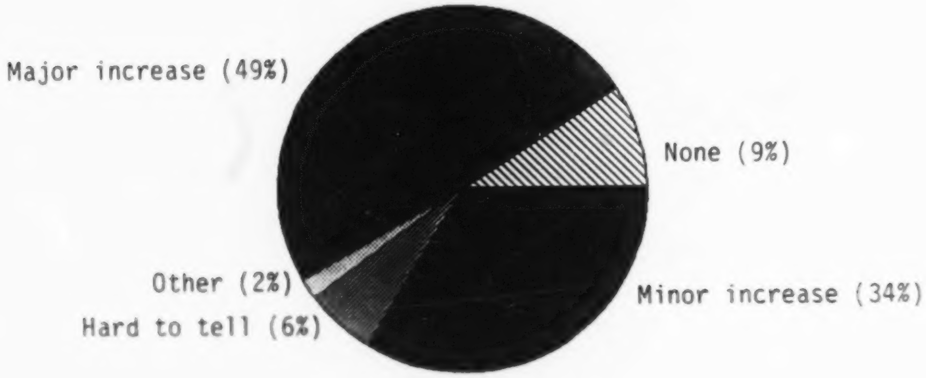
A sample of the comments made here on changes in job satisfaction:

> More effective participation in decisionmaking in curriculum and budgeting.
>
> I always feel that one has to be always on one's toes, and to cover yourself against parental criticism in all its shades in everything you do.
>
> Extra workload outside professional responsibilities, which I am beginning to resent.

Workload increases were less marked for teachers in rural schools, and those with rolls below 35, and more marked for teachers at intermediate schools.

Figure 4.k

Impact of Tomorrow's Schools on Teacher Workloads



Changes Teachers Would Make to Tomorrow's Schools

The most popular change reflects the increase in principal and teacher workload over the last year.

Table 4.25

Changes Teachers Would Make to Tomorrow's Schools

Change	% (n=286)
Reduction in school administrative workload	31
Impartial appointment procedures	16
Improvement in teachers' morale/standing	11
Adequate funding for schools	11
No inclusion of teachers' pay in bulk funding	11
Reduction in pace of change	9
Improvement in training for trustees	9
Retention of advisory service	7
More guidance/support from Ministry	7
Improvement in Ministry communication with schools	6
More teacher training for changes	5
More resources for mainstreaming	5
Reduction in paperwork/duplication of information	5

Other changes mentioned were improving the teacher/pupil ratio, improving communication between board and teachers, changing the composition of Boards and including professionals from outside the school in staff appraisal.

Some illustrative comments:

> It should have been trialled in a selected board, and the bugs ironed out.
>
> Lessen the pressure on teachers/BOT.
>
> Take the constant pressure off teachers to do copious paperwork.
>
> Definite policy decisions from the Ministry without changes every few months.
>
> More training for staff.
>
> A more professional approach to appointments - taskforce of teachers, ERO etc involved.

> Greater time or even paid leave, funded by the Government, is given to all BOT members so that they can do their job with more efficiency, instead of using their own family time to do so.
>
> Stronger emphasis placed on the limits of BOTs as to how far they can interfere in the daily running of the school.
>
> Don't give principals any more responsibilities than they have at present. Most feel they are heading down a long tunnel.
>
> STOP additional changes now and let's consolidate the good things we are implementing.

Finally, teachers were asked to comment on any other aspect of the reforms that concerned them. The major theme here amongst the 171 who made comments was the high administrative workload involved (15%); a further 9% noted low staff morale or high stress levels, and 4% negative effects on children's learning (often because of the administrative workload), or local school management. Eight percent made positive comments on local school management.

Some typical comments conclude this chapter:

> The curriculum development has taken second place to administration. The Principal is no longer a professional leader but a manager. The paperwork has become formidable and teachers, especially older ones, feel threatened. Stress levels are higher.
>
> I feel the changes will make little real difference, other than financial, to our school.
>
> The chance to think about value for money is the biggest plus about the new system.
>
> This school has an excellent principal who is able to adapt to the changes. I feel the **Tomorrow's Schools** relies heavily on the ability of the principal.
>
> There's still a general apathy on the part of most parents to further involvement at school.
>
> Teaching has become more demanding and a lot of unnecessary time is being wasted on countless checklists. I feel parents are pressured into shelling out more and more money. Time is not available from parents, who often work, so they can't become more involved in the school's running.
>
> We have always had a very stable, happy staff who work very hard and enjoy good relationships. We are all feeling the strain and would love to be able to concentrate on our classes - it's good to be consulted and all have input, but it takes time. Staff are wary of appraisal. We have a growing roll and parents are very uptight about class sizes, which they thought they could do something about. This may improve.
>
> Feel fairly cynical about it.

APPENDIX A

1 SURVEY SAMPLE

The survey is based on 239 schools, a 10.5% sample of all non-private primary and intermediate schools. This sample is a stratified random one, proportionally representative of the overall totals for type of school, location of schools, roll size, proportion of Maori enrolment, and whether state or integrated. These school characteristics of the school base sample are shown in the table below.

Table A.1
School Characteristics of the Survey School Base (N=239)

Characteristic	%	Characteristic	%
Location		**Size**	
Rural	44	1 to 34 pupils	17
Urban	39	35 to 99 pupils	26
Secondary Urban (e.g. Blenheim)	5	100 to 200 pupils	20
Minor Urban (e.g. Balclutha)	13	200 to 300 pupils	16
		300+ pupils	22
Percentage of Maori enrolment		**Type**	
Less than 8%	42	Full primary (to form 2)	53
8 to 14%	19	Contributing primary (to standard 4)	40
15 to 29%	15	Intermediate	7
30% or more	22		
Authority			
State	92		
Integrated	8		

The base school sample is the same as that used for the NZCER 1989 survey. As in 1989, separate questionnaires were sent to each principal of the sample schools, two trustees, and between one to three teachers at each school. Replacement names for trustees and teachers in the 1989 survey who had not returned questionnaires, and for those who had moved on since then, were randomly drawn from lists held by the Ministry of Education as at 1 October 1990.

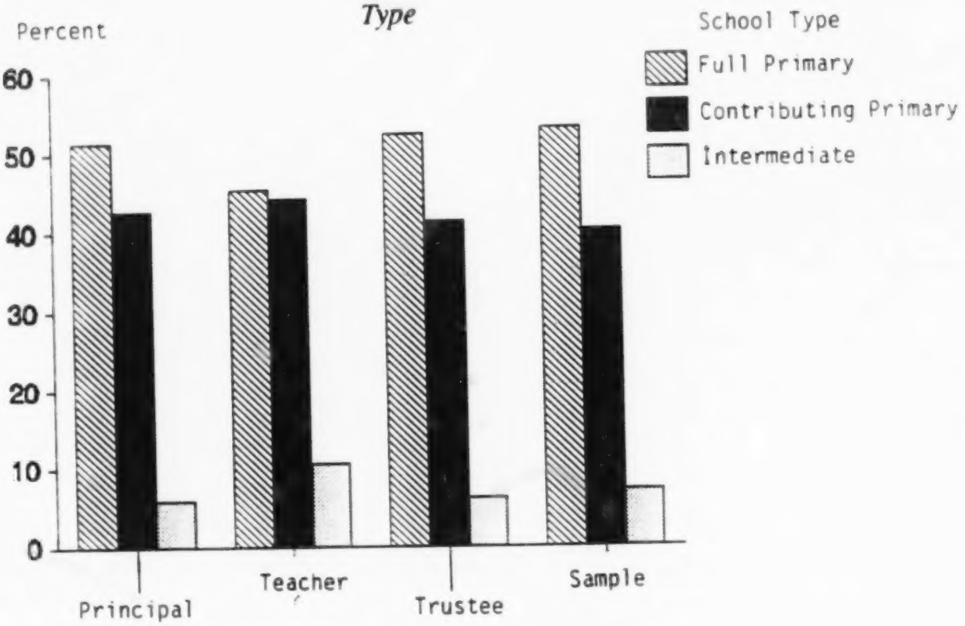
For largely practical and economic reasons, the parent sample was drawn from a sub-sample of 26 schools, a sub-sample chosen to match the school characteristics of the total sample as closely as possible. Parents' names were randomly chosen from class lists kindly supplied by the schools concerned on a one in four basis.

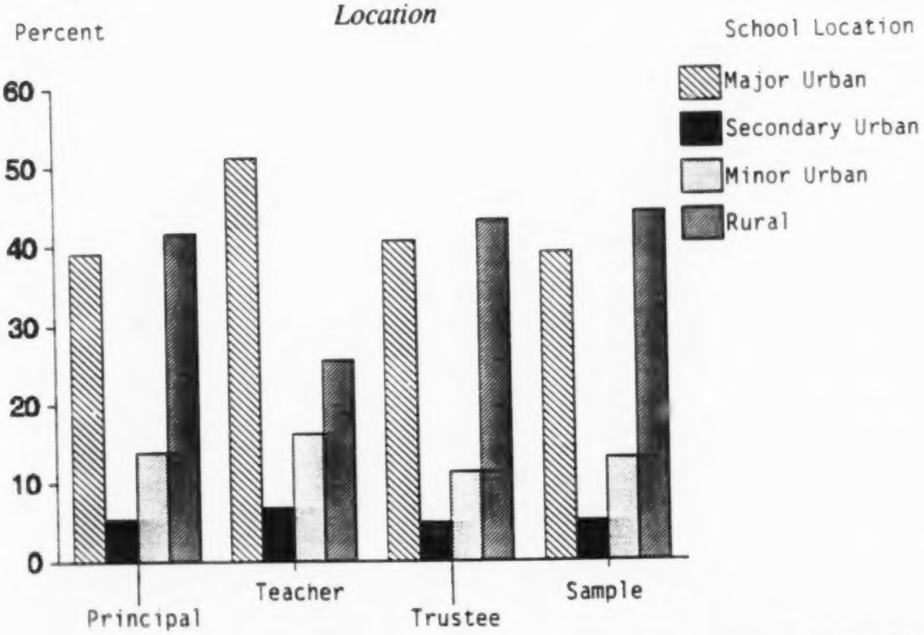
2 REPRESENTATIVENESS OF THE RESPONSE

People at the School

The figures below compare the school characteristics of the sample with those of the trustees, teachers and principals who responded.

Figures A.a
Respondents' School Characteristics in Relation to Sample School Characteristics





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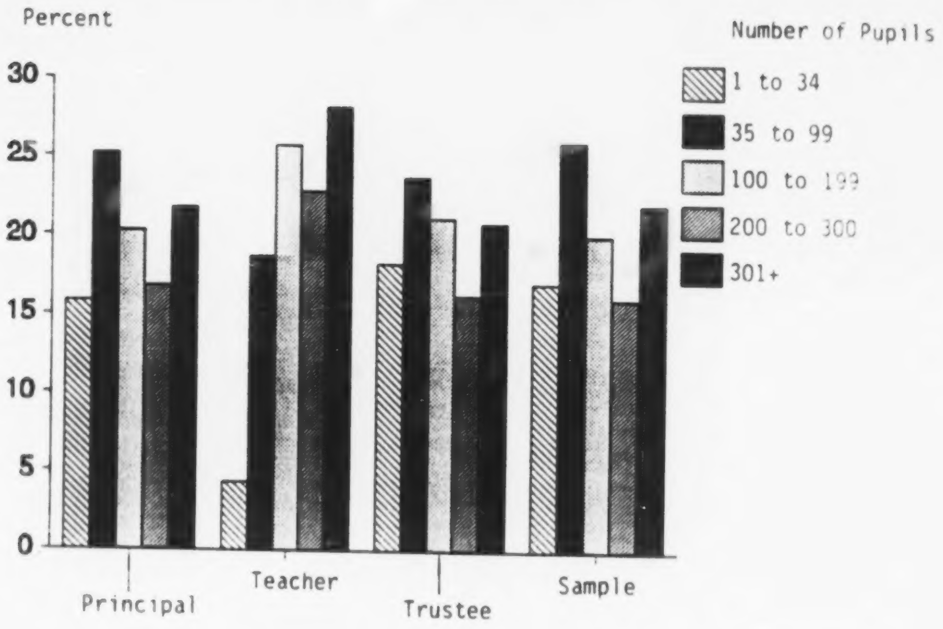
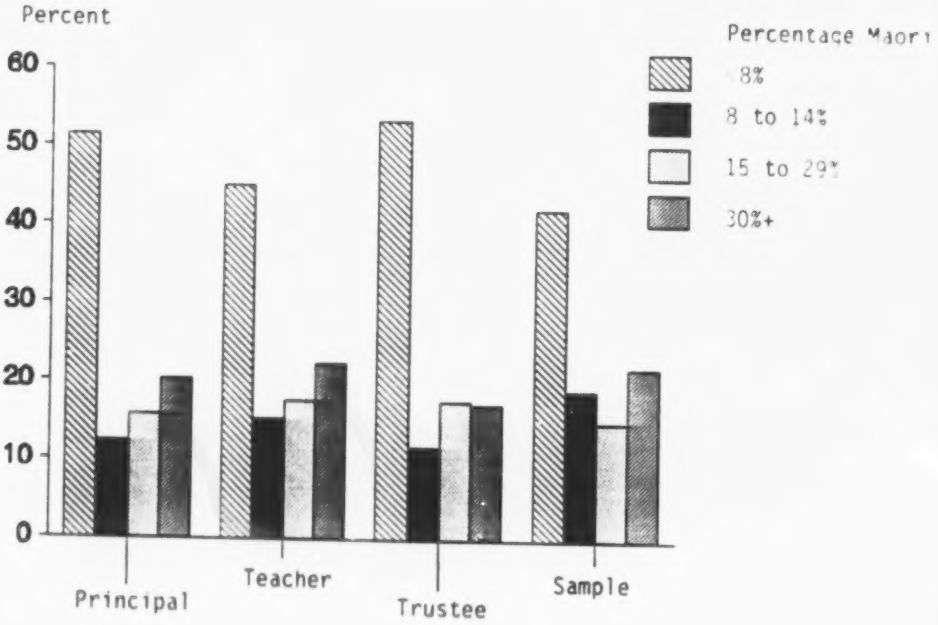
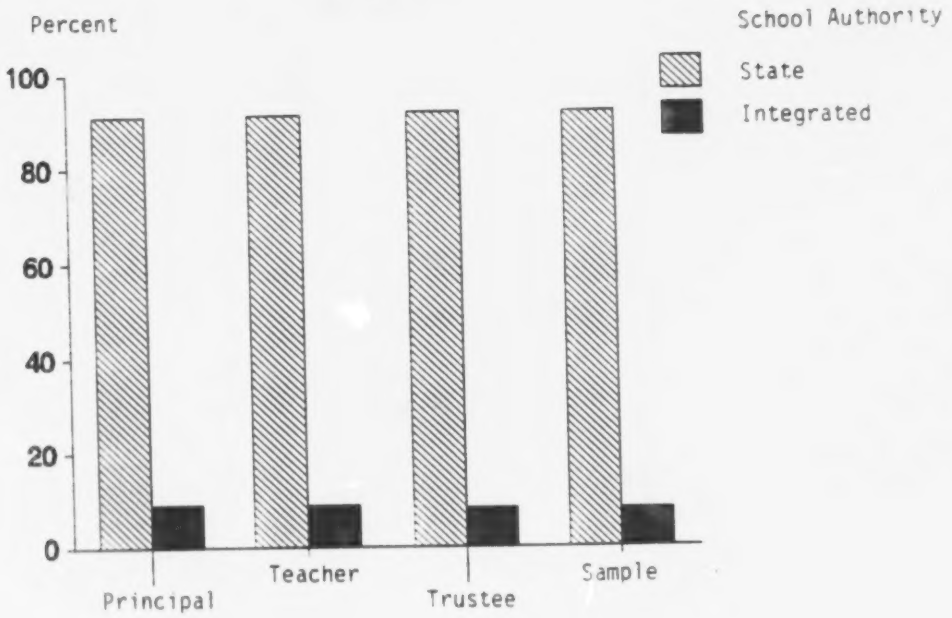


Maori Enrolment





Authority

Table A.2

Socio-Economic Status/Occupation of Trustees

Category	% female trustees* 1989	% female trustees* 1990	% NZ female labour force 1986	% male trustees 1989	% male trustees 1990	% NZ male labour-force 1986
Elley-Irving						
Group 1	8	8	2	21	12	7
Group 2	31	39	6	22	23	11
Group 3	24	30	24	17	16	23
Group 4	24	20	35	27	38	27
Group 5	6	3	21	4	4	17
Group 6	0	1	3	1	-	9
Fulltime parent/ home-maker	25	24	43	1	1	-
Homemaker part-time in paid work	30	21	26	1	-	-
Beneficiary	-	1	-	-	-	-

* Percentage distribution of female trustees providing information on occupations for the labour force comparison (above the dotted line); percentage distribution by work status (below dotted line).

Table B.6

School Sources of Information and Advice 1990 (2)

Source	Treaty of Waitangi issues %	Gender equity issues %	Equity for special needs children %
Advisors	4	20	32
Cluster group	32	26	18
College of Education	9	9	4
Books, articles	48	42	27
School's own teachers	47	45	52
NZEI	16	24	10
Principals' Federation	7	10	6
School Trustees Association	4	9	3
Education Review Office	5	9	5
Ministry of Education	19	22	24
School community	33	18	18
Special Education Service	0	2	47
Maori teachers	31	n/a	n/a
Local Maori community	47	n/a	n/a
Local marae	12	n/a	n/a
Children's parents	n/a	10	36
No-one	11	23	17

Table B.7

School Sources of Information and Advice 1990 (3)

Source	Art and Craft materials %	Building maintenance repairs %	Financial/ accounting system %
Advisors	30	11	11
Cluster group	8	20	32
College of Education	5	2	6
Books, articles	23	16	20
School's own teachers	61	28	22
Private firms	45	58	38
Education service centre	60	50	46
Parents	n/a	64	39
Voluntary people	n/a	51	21
No-one	10	4	1

Table B.5

School Sources of Information and Advice 1990 (1)

Source	Staff development %	Communication with parents %	Assessment policy and practice %	Individual children's problems %
Advisors	96	35	52	53
Cluster group	80	39	48	14
College of Education	57	12	17	3
Books, articles	82	43	57	36
School's own teachers	83	72	65	82
NZEI	58	14	21	3
Principal's Federation	51	15	22	3
School Trustees Association	30	16	8	1
Education Review Office	14	6	21	1
Ministry of Education	52	30	25	14
School community	38	54	20	25
Special Education Service	n/a	18	17	56
University staff	n/a	n/a	4	n/a
Psychologists	n/a	n/a	20	n/a
Children's parents	n/a	n/a	n/a	85
Department of Social Welfare	n/a	n/a	n/a	40
Public health nurses	n/a	n/a	n/a	86
No-one	0	5	6	1

Teacher Contact with their School Trustees

Table B.3

Teachers' Contact with Their School's Trustees

Contact	1989 %	1990 %
Develop policy together	67	43
Meet at staff/board socials	69	74
Talk at school functions	72	71
Talk when they visit	n/a	73
They visit the classroom	28	18
Other	n/a	23

Teacher Contact with Staff Representative on Board of Trustees

Table B.4

Teachers' Contact with Staff Representative on the Board of Trustees

Contact	1989 %	1990 %
Regular group report after Board meetings	47	48
Nothing formal	33	30
Regular group discussion on agenda items before Board meetings	25	22
Individual discussion on agenda items before Board meetings	17	17

Sources of Teachers' Information on Pupils Entering Their Classes

Table B.1
Sources of Teachers' Information on Pupils Entering Their Classes

Source	1989 %	1990 %
Attendance Records	65	68
Own classroom observations	73	61
Discussion with previous teacher	57	58
Achievement profiles from previous teacher	63	55
Folder of work samples from previous teacher	13	52
Discussion with pupil's parent/caregiver	66	48
Tests done by school	53	47
Nothing	7	10

Teachers' training

Table B.2
Inservice Training Topics

Topic	1989 %	1990 %
Pupil assessment	10	43
Reading	22	41
Written language	14	36
Mathematics	24	38
Art/music/drama	21	31
Teacher appraisal	n/a	30
Computers	8	29
Science	12	26
Maori language	<5	25
Special needs children	13	23
Maori culture	<5	19
Social studies	10	19
Health	18	18
Policy writing/Tomorrow's Schools changes	18	10
Communication skills	18	9
PE/Kiwisport/sports	17	8
Library skills	-	4

Other topics mentioned included career development (3%), working with parents and peer tutoring (2% each). The question in last year's survey was open-ended, with teachers writing in topics, rather than ticking boxes, and this may account for some of the increase noted.

Other Subjects

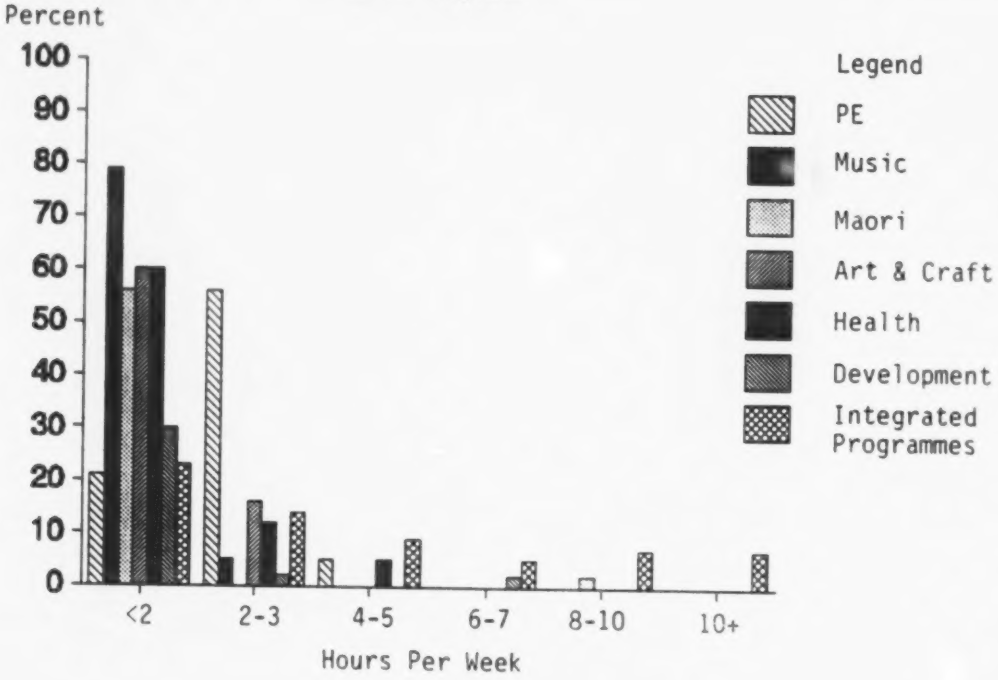
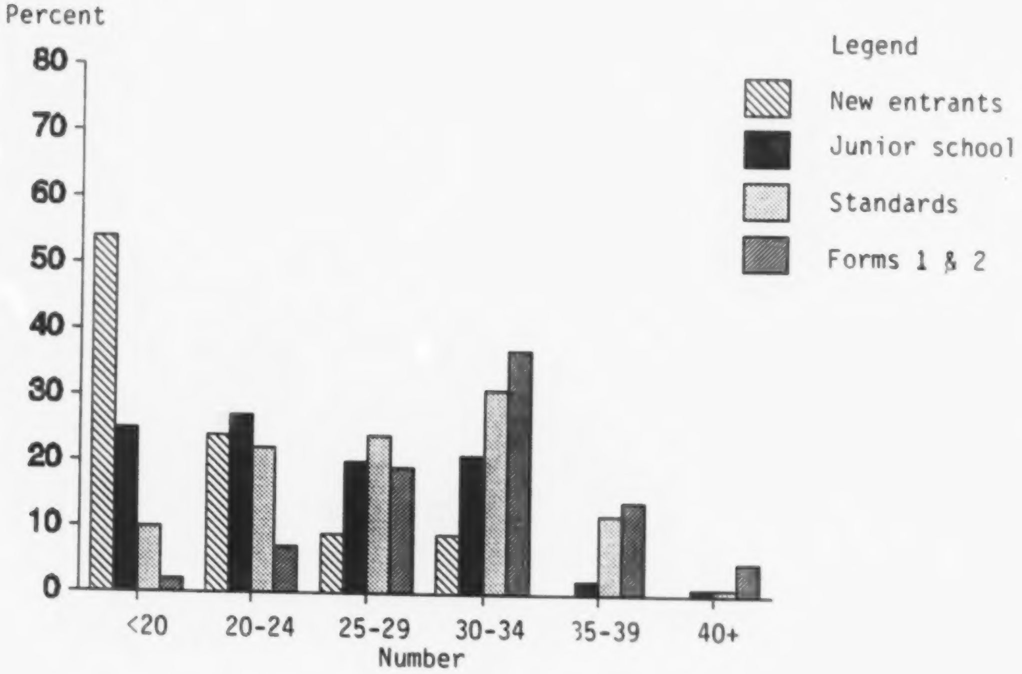
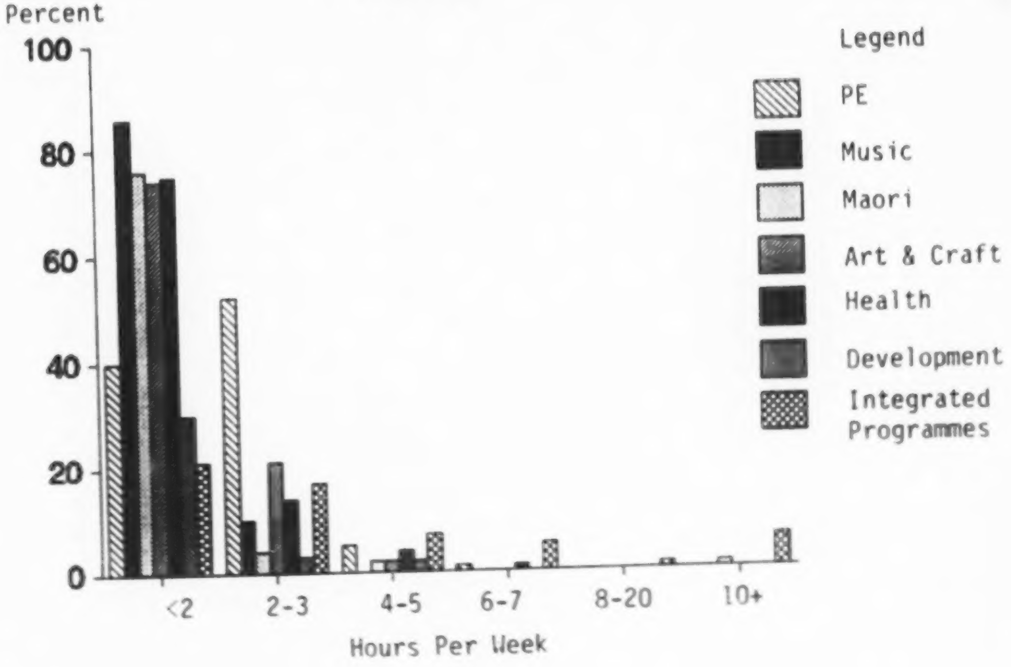


Figure B.h
Class Size

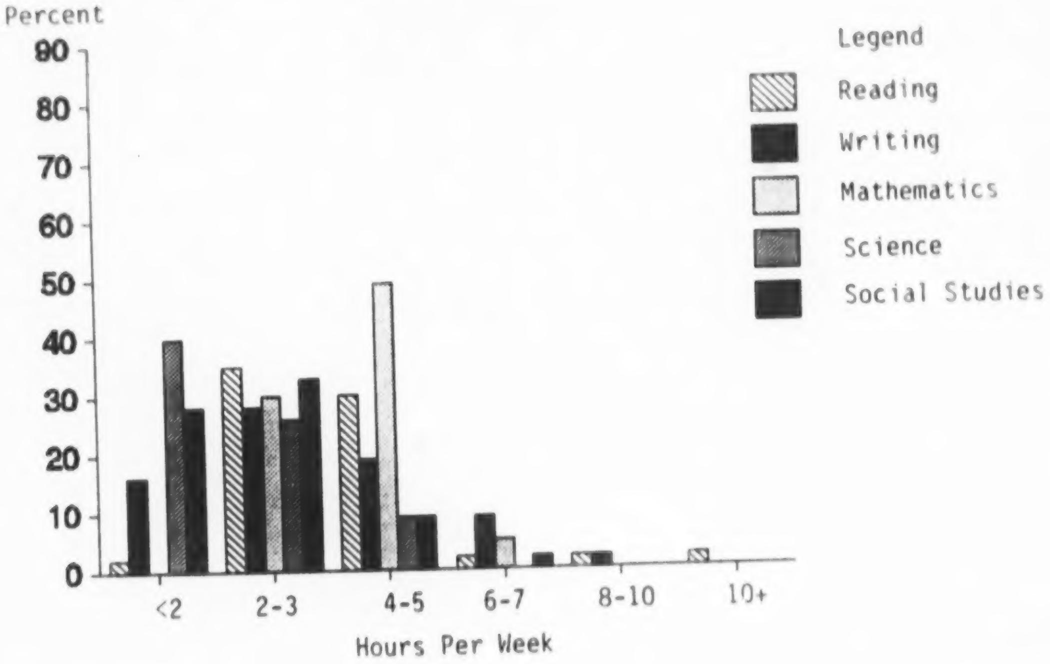


Other Subjects

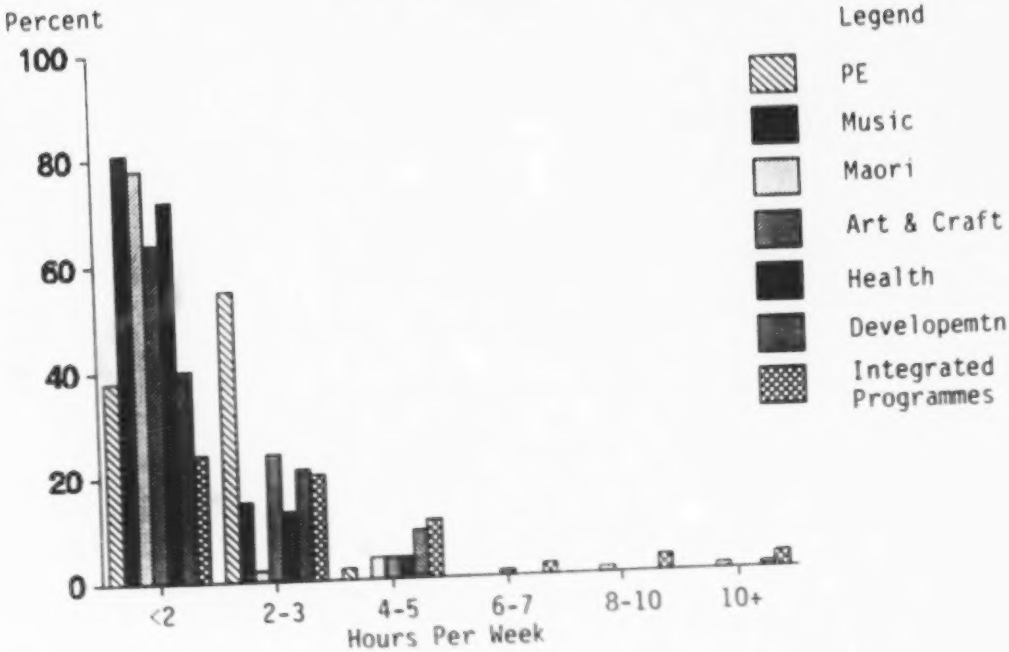


Figures B.g
Hours Per Week Spent by Forms 1 and 2 Classes On:

Core Subjects

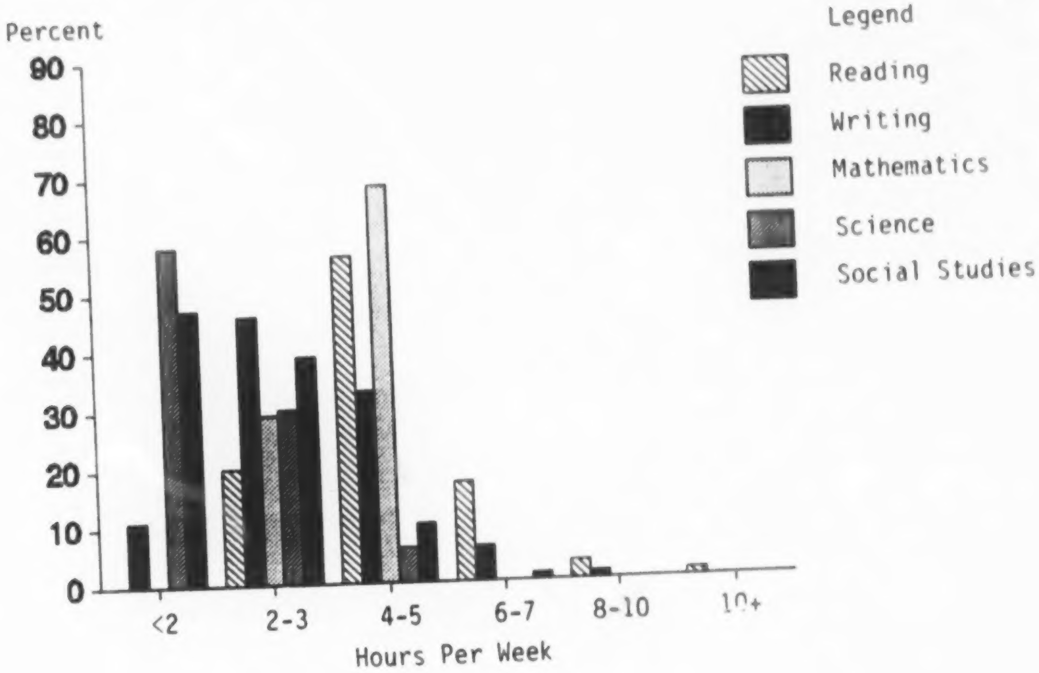


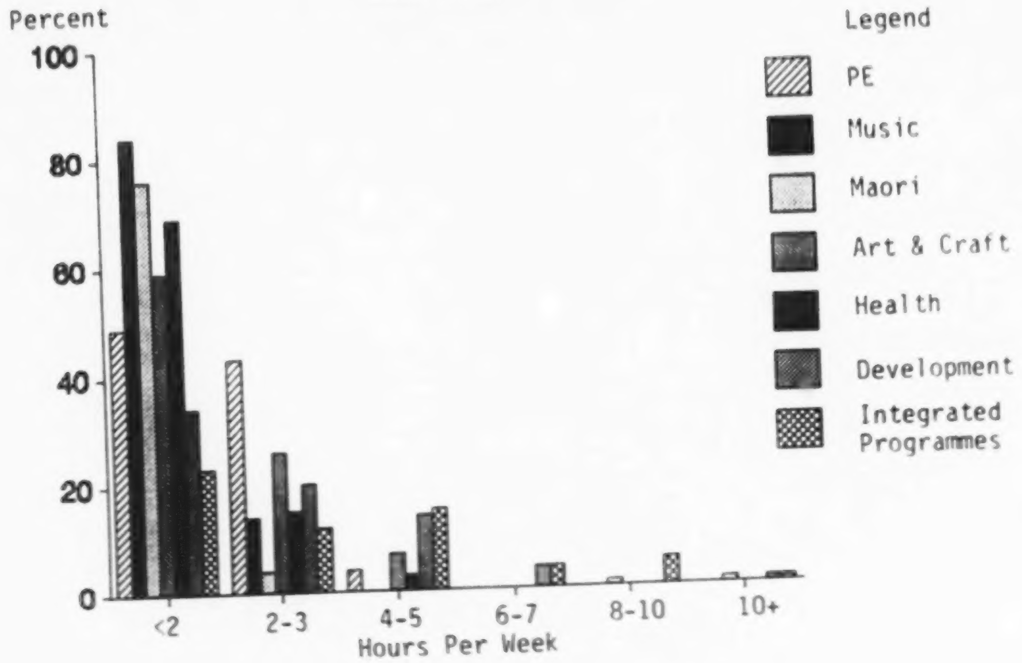
Other Subjects



Figures B.f
Hours Per Week Spent by Standards Classes On:

Core Subjects




Other Subjects

Figures B.e
Hours Per Week Spent by Junior School Classes On:

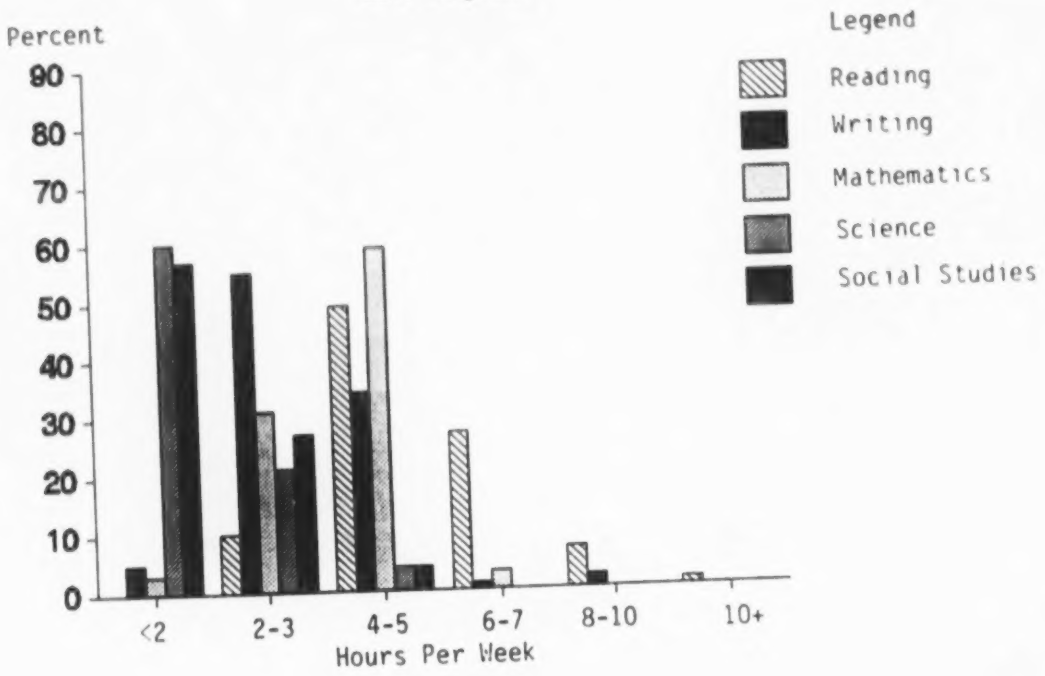
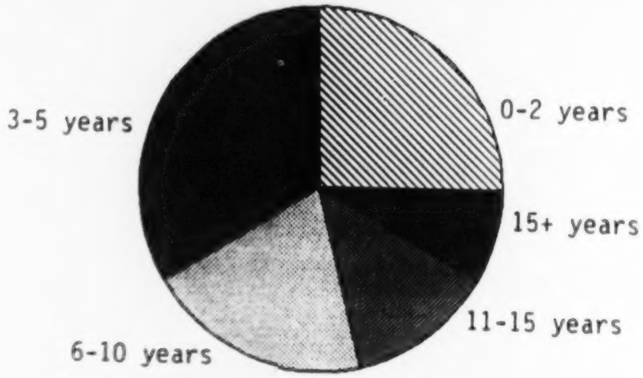

Core Subjects

Figure B.c

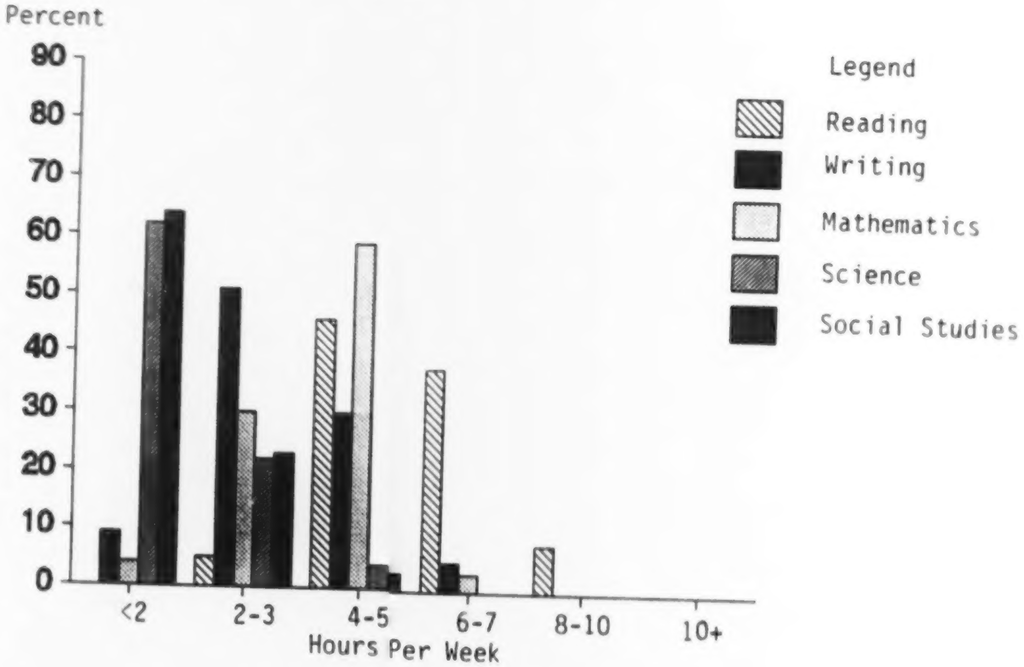
Respondents' Years of Teaching at Current School



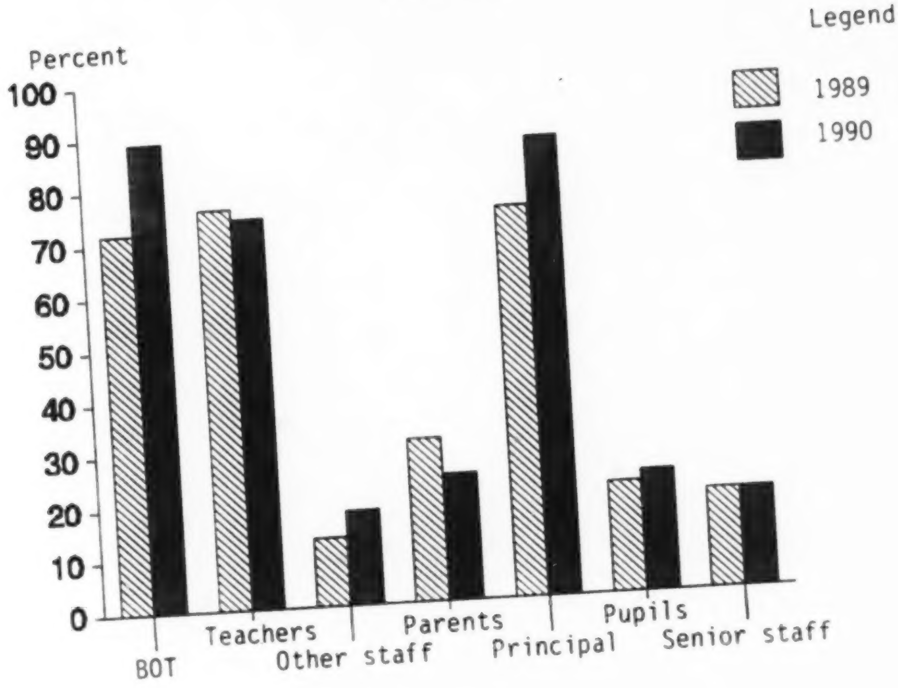
Figures B.d

Hours Per Week Spent by New Entrants On:

Core Subjects



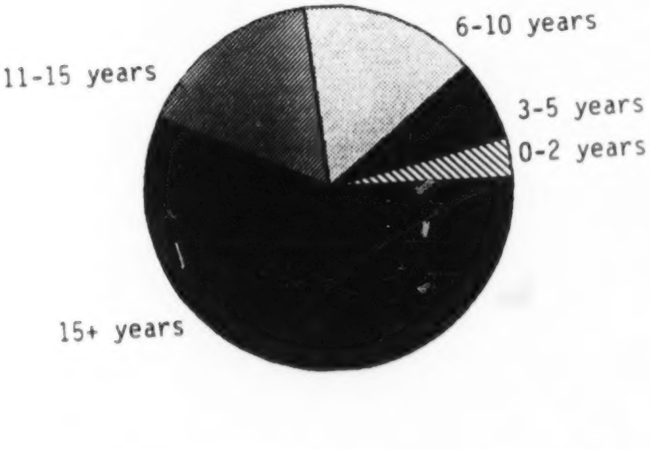
Furnishing



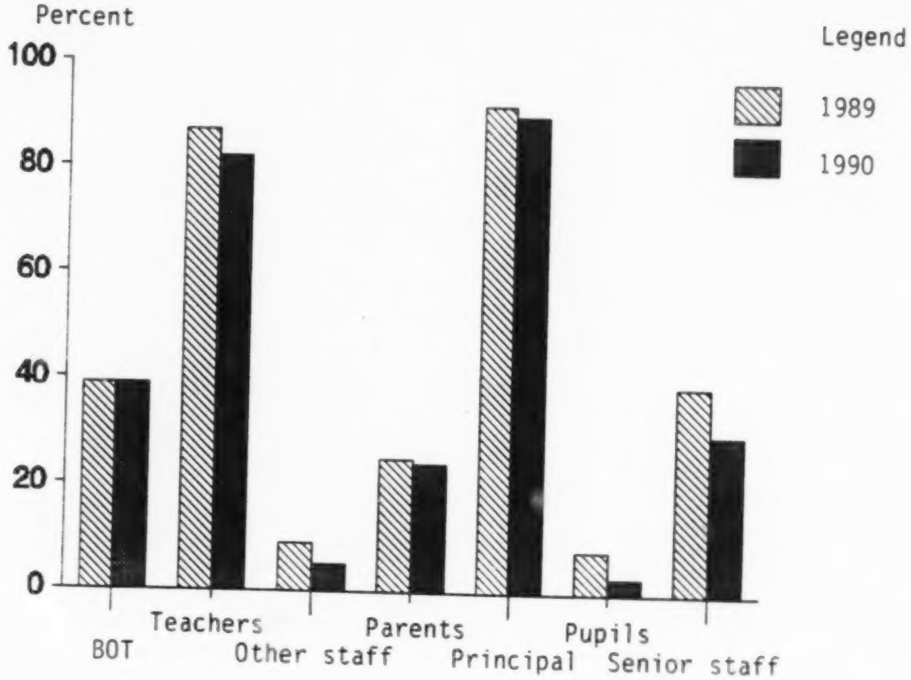
Teacher Mobility

Something of the past and present mobility of teachers between schools can be glimpsed by comparing figures B.b and B.c, which give the respondents' total length of teaching service and the years that they have taught at the school they are now at.

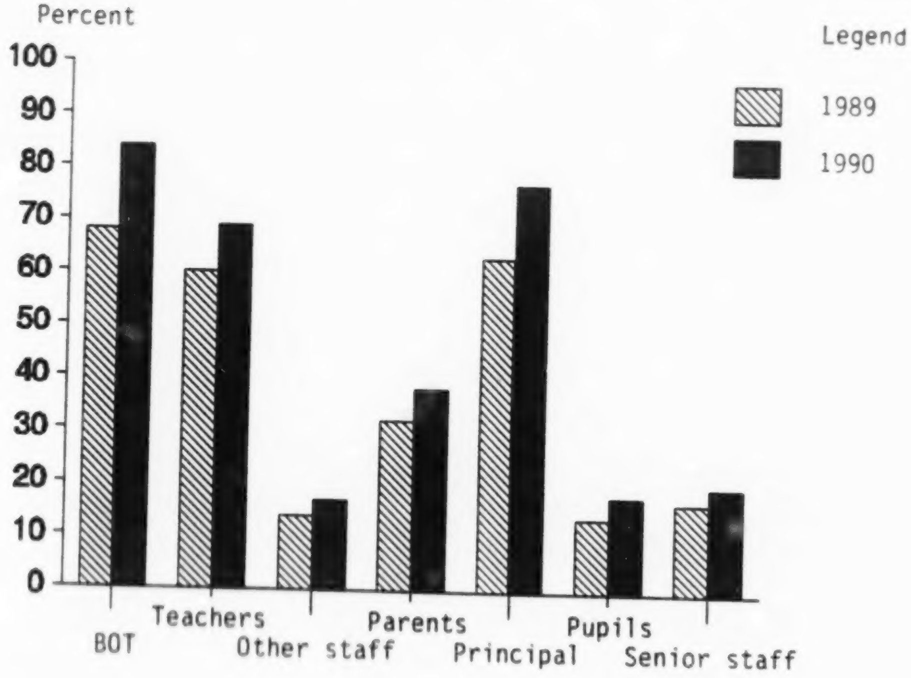
Figure B.b
Respondents' Years of Teaching

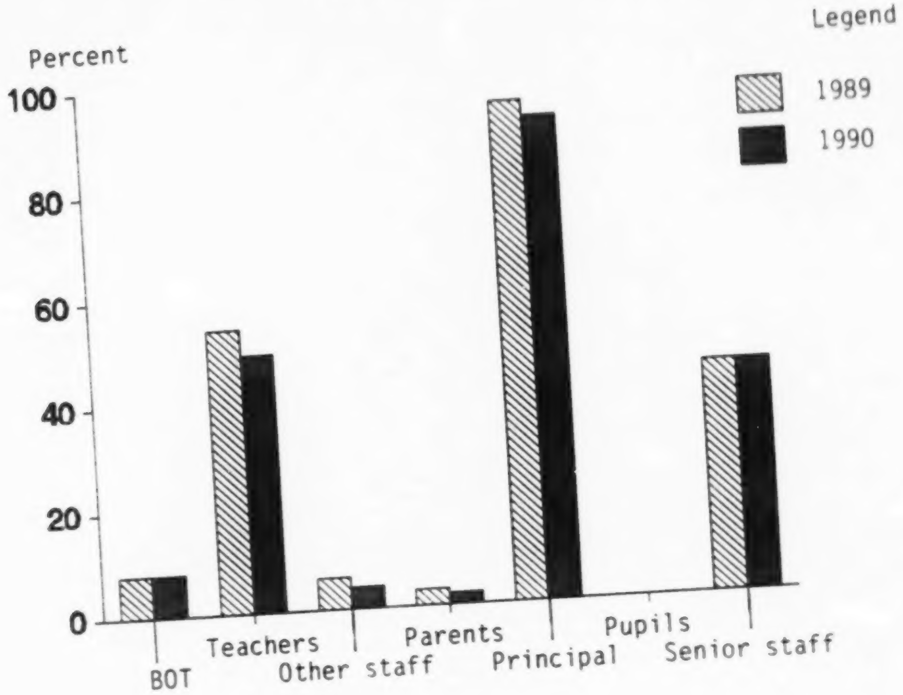


Assessment Policy

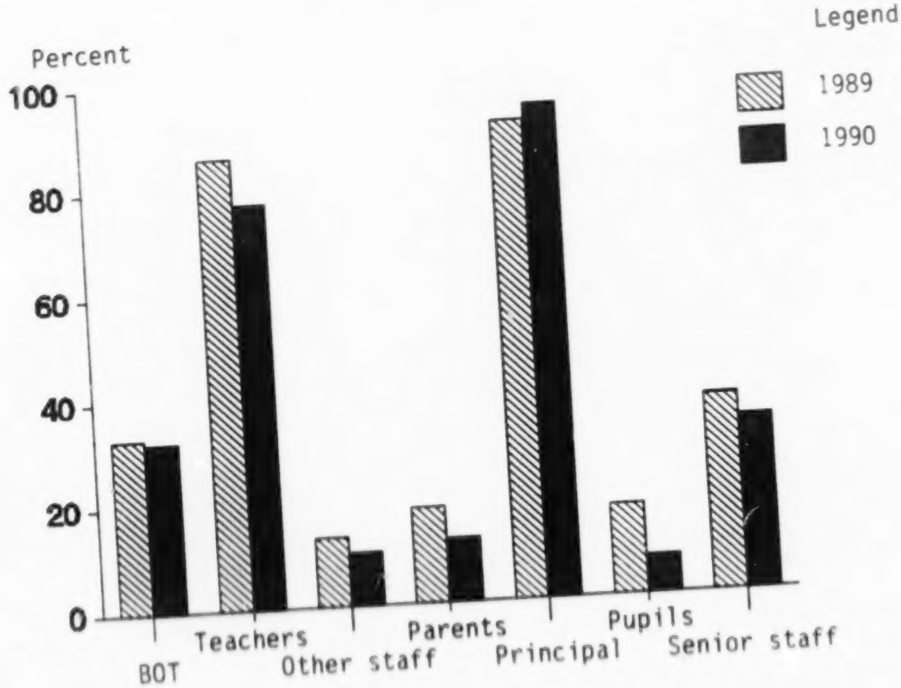


Building Design





Teacher Allocation



School Organisation

The table opposite shows how the socio-economic status of trustees matched that of the general population.

The Elley-Irving scale combines income and educational levels. Group one refers to people in professional occupations, such as accountants and lawyers; group two to less well paid professions such as teaching; three and four cover skilled trades, farmers and white-collar work, and groups five and six semi-skilled and unskilled manual work.

3 REPRESENTATIVENESS OF PARENTS' RESPONSE

Socio-Economic Status

While census figures by age give a rough guide, it is rather difficult to work out how closely the group of parents responding to the survey matches the socio-economic profile for parents of school age children. As most of the survey respondents were women, a comparison should be made with a set of figures which include women who are not in paid work as well as those who do work. No such set of figures is available. In its absence, what I have done is look separately at the proportion of women in the national workforce by age of child, and then at the distribution of women in the workforce.

1986 census data showed 31% of women with children between 5 and 14 working fulltime in paid work, 26% part-time, and 43% not in the paid workforce. This survey has a higher proportion of women working full-time, 47%, with corresponding fewer working part-time (15%) or not in the paid workforce (37%). It would appear that women working part-time are either under-represented in this survey, or that the question which asked, 'Please state your occupation or position' was sometimes interpreted to mean past as well as present occupation, and to cover part-time as well as full-time work.

However, comparison of the occupational distribution of women parents participating in this survey with the national 1986 figures shows considerable over-representation at the upper ends of the socio-economic scale, and under-representation at the lower end.

Table A.3

Comparison of Women's Occupations in Parental Responses with 1986 Female Labour Force

Occupation	Survey % (N=237)	Labour force %
Elley-Irving 1	9	2
Elley-Irving 2	28	6
Elley-Irving 3	30	24
Elley-Irving 4	27	35
Elley-Irving 5	4	21
Elley-Irving 6	2	13

School Characteristics

Because a random sample of 1 in 4 names on the roll was taken from only 26 schools to secure parent responses, the school characteristics of this sub-sample may not be entirely representative of those of the overall sample (and therefore of all New Zealand primary and intermediate schools). To assess the representativeness of the parent responses to the survey, I have therefore looked at the 1990 national proportions of children attending schools stratified in a similar way to those in the survey, and at the characteristics of those schools where the response rate was below the overall response rate of 64%.

Table A.4
Representativeness of Survey Response by School Characteristic

Characteristic	Survey Respondents %	National Roll Figures %
Location		
Urban	63	66
Secondary Urban	2	8
Minor Urban	18	13
Rural	18	12
Maori %		
< 8%	48	27
8 - 14%	25	21
15 -29%	18	28
30% +	9	24
Type		
Full Primary	19	32
Contributing Primary	58	53
Intermediate	23	15
Size		
< 35	4	2
35 - 99	9	8
100 - 199	19	17
200 - 299	20	26
300 +	49	46

Four schools had response rates slightly less than the overall rate (59% - 64%), and four were much lower (36% - 41%). Five of these eight schools were contributing, three full primary; six were urban, one rural, and one minor urban; three had over 30% Maori enrolment, two between 15 - 29%, two between 14% and 8%, and one less than 8%; three had 200 - 300 pupils, three 100 - 200 pupils, one over 300, and one under 35 pupils. Three were described by their principals as serving a working class community, another three lower-middle class, and one a middle class community.

4 STATISTICAL ANALYSIS

This report is based on analysis of a series of contingency tables, cross-tabulated using the SAS computer package, and based on chi-squared tests. Only differences significant at the $p < 0.05$ level are included in the results for principals, trustees, and teachers. At the $p < 0.05$ level, there is a one in twenty chance that a difference or relationship as large as that observed could have arisen in random samples from undifferentiated populations.

Because the sample of parents was drawn from a much smaller number of schools, some clustering of responses might be expected. Time did not permit the use of advanced statistical techniques to handle this possibility, but as a cautionary measure the more stringent procedure of reporting only differences which are significant at the $p < 0.01$ level (corresponding to a one in a hundred chance) has been used for analysing data from parents.

The question of sample bias needs a brief comment. The response rates to the questionnaires (ranging from 87% for principals to 64% for parents), although acceptable for surveys of this type, do leave room for bias. Certain 'marker' variables were used in the previous section to check the representativeness of the responses. Where the effective samples were not entirely representative, the likely direction of bias in the results has been given at the beginning of each chapter. Where known bias exists, it is unwise to make sweeping generalisations based on groups of people who may be over- or under-represented in the survey.

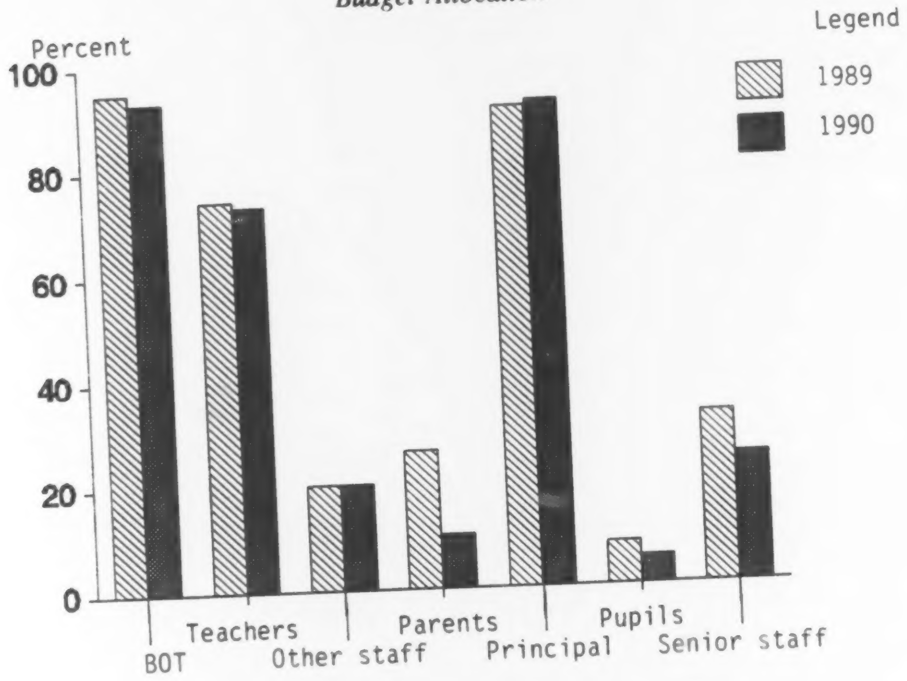
Tests of significance do not imply causal relationships, simply statistical association. Nor should they be read as necessarily implying educational importance. The cautious procedure adopted in interpreting the data in this study is to focus on the large differences for which some plausible reasons can be suggested, and to look for patterns which may appear with each replication of the survey to explore both short and long term aspects of the **Tomorrow's Schools** reforms.

APPENDIX B

Figures B.a

Principal Views of Participation in School Decision Making On:

Budget Allocation



Curriculum